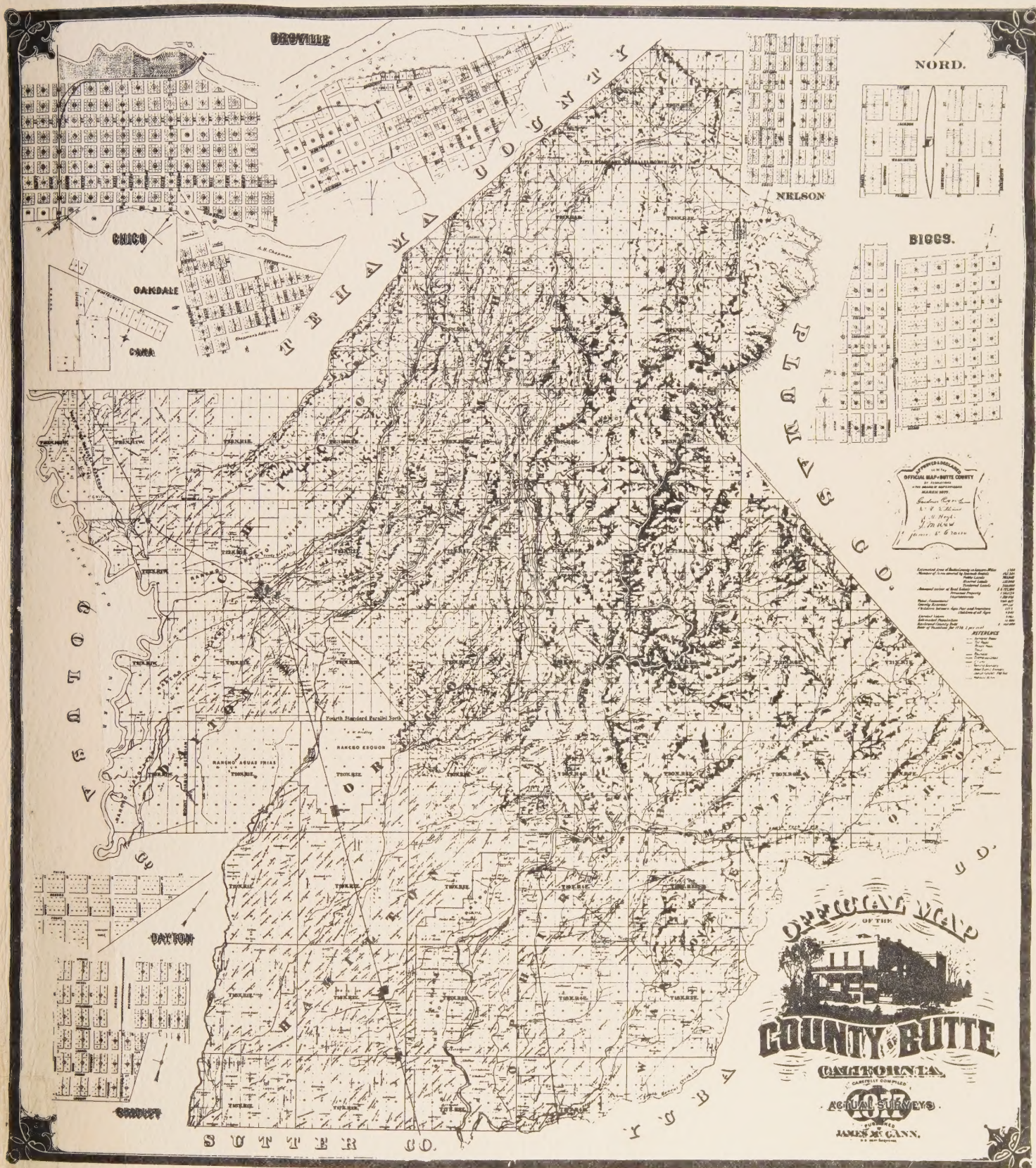


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FIRST PRINTING-NOVEMBER 1971
SECOND PRINTING - MARCH 1973
THIRD PRINTING-JUNE 1976

COUNTY OF BUTTE

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Preface

This report, Butte County General Plan, has been prepared pursuant to the directive from the Butte County Association of Governments, dated May 14, 1971. Its purpose is to fulfill the general plan requirements of the Government Code of the State of California and the Butte County Code. The Planning Department gratefully acknowledges the contributions to this report made by many individuals and agencies.

Adopted by Board of Supervisors - Resolution 71-178, Aug. 10, 1971

The preparation of this General Plan was financed in part through an urban planning grant from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954, as amended.

CONTENTS

	<u>Page</u>
County of Butte -----	i
Preface -----	ii
Introduction -----	1.0
Purpose and Need for the General Plan -----	1.4
Organization of the Report -----	1.5
Recommendations -----	1.6
The Planning Area - Physical Setting -----	2.0
Land Use Overview -----	2.1
 <u>The People</u>	
Population -----	3.0
Population Characteristics -----	3.0
Population Projections -----	3.0
Distribution -----	3.1
Causes of Growth, Assumptions -----	3.4
Future Growth - An Asset or a Liability? -----	3.7
 <u>The Economy</u>	
The Economy -----	4.0
Industry -----	4.2
Wood Products -----	4.4

The Land

Urban Land Uses -----	5.0
Non-Urban Land Uses -----	5.4
Rural Residential Element -----	5.4
Agricultural Lands -----	5.5
The National Forests -----	5.6
Flood Plains -----	5.6
Open Grazing Land -----	5.7
Urban Sprawl -----	5.8
Agricultural Land -----	5.9
Graph of Crop Values 1960-1970 -----	5.10
Residential -----	5.13
Table XI - Standards for Allocation of Population -	5.13
Residential Areas -----	5.13
Table XII - Population Growth and General Residential Land Needs -----	5.14
Land Subdivision -----	5.16
Subdivision Design -----	5.18
Residential Block Layout -----	5.19
Street Pattern -----	5.20
Mobile Home Parks -----	5.21
Central Business Districts -----	5.22
Highway Commercial -----	5.23
Urban Center Development Concept -----	5.24
Shopping Centers -----	5.26
Design Guides for Shopping Districts -----	5.27

Commercial Facilities -----	5.28
Off-Street Parking -----	5.30
Industrial Development Policies -----	5.31
Extractive Industries -----	5.32

Transportation

Circulation Development Policies -----	6.0
Freeways -----	6.2
Limited Access Thoroughfares -----	6.3
Major Streets and Roads -----	6.3
Secondary Streets and Roads -----	6.4
Local Streets and Roads -----	6.4
Graph - Total Maintained Milage, 2 Lane Street, 4 Lane Street, 4 Lane Street W/Median -----	6.5
Road and Street Width Standards -----	6.6
Scenic Highways -----	6.6
Circulation Element - Recommendations -----	6.7
Airports -----	6.8
Railroads -----	6.10
Official Plan Line Maps -----	6.11
Forms of Controls -----	6.11
Circulation Element Goals -----	6.12

Housing

Introduction -----	7.0
Background -----	7.0
Objectives -----	7.1



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	<u>Page</u>
Scope -----	7.2
Housing Authority -----	7.3
Statement of Goals -----	7.4
Statement of Problems -----	7.6
Overall Shortage -----	7.7
The Low-Income Family -----	7.9
Rural Poor -----	7.10
Lack of Housing for the Elderly -----	7.11
Students -----	7.11
Substandard Housing -----	7.12
Graph - Phase I of the Housing Element -----	7.13
Growth of Mobile Home Living -----	7.13
Statement of Obstacles -----	7.15
Detailed Work Programs -----	7.17
Planning Activity Completed -----	7.18
Planning Activity to be Completed -----	7.18
Housing Element Policy Plan and Implementation Program -----	7.20
Phase III - The Housing Element of the Butte County General Plan -----	7.22
Background and Summary -----	7.23
Demand for Housing -----	7.27
Supply of Housing -----	7.35
Market Characteristics -----	7.42
Stabilizing Housing Conditions -----	7.51
Building Sites -----	7.57
Impact of New Housing -----	7.63

Housing Constraints -----	7.73
Housing Programs -----	7.76
Goals and Policies -----	7.89
Action Plan -----	7.91

Conservation

Conservation Element -----	8.0
Water -----	8.1
Domestic Water -----	8.1
Flood control -----	8.2
Water Pollution -----	8.4
Air Pollution -----	8.8
Land Use -----	8.11
Urban Encroachment on Soil, Fisheries and Wildlife ----	8.12
Fisheries -----	8.13
Soil Erosion -----	8.14

Recreation

Parks -----	9.0
Tourism -----	9.1
Park Types -----	9.3
Riding and Hiking Trails -----	9.3
Neighborhood and Community Parks -----	9.3
The County District or Regional Parks -----	9.4

Public Facilities

Waste Management -----	10.0
Site Selection & Classification -----	10.0
Classification of Waste Materials -----	10.0

Locational Factors of Disposal Areas -----	10.1
--	------

Public Facilities

Water and Sewer -----	See Volume II
-----------------------	---------------

Public Buildings

Public Buildings -----	11.0
County Center -----	11.0
Schools -----	11.2
School District -----	11.2
Fire Stations -----	11.4

Community Design

Design -----	12.0
Recommendations -----	12.0

Implementation

Zoning -----	13.0
Subdivision Controls -----	13.1
Capital Improvement Programming -----	13.3
State and Federal Programs -----	13.5
Citizens Participation -----	13.7

Open Space Element ----- 14.0

Open Space vs Urban Development -----	14.1
Agricultural Land -----	14.3
Timber Land -----	14.5
Water Resource Area -----	14.7
Wildlife Habitat -----	14.8
Open Space for Outdoor Recreation -----	14.9

	<u>Page</u>
Areas with Development Hazards -----	14.11
Final Open Space Element Environmental Impact Report --	14.13

LIST OF ILLUSTRATIONS

SECTION 2 - PHYSICAL SETTING

Topography (Map)
Mountains, Foothills, Valey (Map)
Geological (Map)

SECTION 3 - POPULATION

People - Where They Live (Map)
School Enrollment (Graph)
Enumeration Districts (Graph)
Butte County (Graph)
Biggs (Graph)
Chico Area (Graph)
Chico, City (Graph)
Gridley (Graph)
Oroville Area (Graph)
Oroville, City (Graph)
Paradise (Graph)
Projection - County Wide (Graph)
Areas (Graph)

SECTION 4 - ECONOMY ELEMENT

Labor Force in Agriculture (Graph)
Employment Projections (Graph)

SECTION 5 - LAND USE ELEMENT

Urban Areas (Map)

Crop Values (Graph)

Conservation Act Agreements (Map)

Land Use - County Wide (Map)

Land Use - Paradise (Map)

SECTION 6 - CIRCULATION ELEMENT

Circulation Element (Map)

Maintained Mileage and Road Width Standards (Graph)

SECTION 7 - HOUSING ELEMENT

Building Permits (Graph)

Housing Units Required (Graph)

Substandard Dwelling Areas - Chico (Map)

Substandard Dwelling Areas - Oroville (Map)

Phase I - Statistical Information (Graph)

SECTION 8 - CONSERVATION ELEMENT

Rainfall Intensity (Map)

Flood Control (Map)

Soils (Map)

Forests (Map)

Wildlife (Map)

Fisheries (Map)

SECTION 9 - RECREATION ELEMENT

Kelly Ridge (Map)

Trails and State Water Recreation Areas (Map)

Public Facilities (Map)

Public Buildings (Map)

Introduction

County government has traditionally been geared to provide services for large geographic areas of rural character. However, the portions of valley floor and the Paradise area of the County have become urbanized, creating quite a different problem. In the urbanized areas of the County is approximately seventy-five per cent of the County's population living under conditions traditionally associated with city life or urban living. Many of these urbanized areas are large unincorporated communities. The needs of people in urban areas are quite different from those in rural areas; and since County Government did not offer all the necessary services, the residents of the urban County areas sought other means for providing them. As a result, numerous special districts for fire, water, sewers and schools now exist within Butte County. These separate governmental service units, some sixty-two in all, function independently, and cannot solve area-wide problems individually.

For several years, community leaders have been investigating various methods to bring about solutions to problems arising out of fragmented local government in urban areas. Expanding County services, establishing separate specialized districts, and annexation of land by existing cities have all been suggested as possible solutions. None of the suggestions to date include comprehensive planning as a means for determining needs, identifying problems, and guiding the selection of the best methods of solution.

A major responsibility of County Government in the State of California is to provide the long-range leadership, policies, and guidelines for orderly physical development. This is accomplished through the process of developing and maintaining a long-range, comprehensive, General Plan.

Although limited in providing services and in carrying out projects within incorporated places, Butte County does have the authority to do general planning over the broad geographic County area and is not limited to the unincorporated areas.

Therefore, in developing the Comprehensive General Plan, political boundaries were not considered a limiting factor and the plans and proposals presented, cross political lines where necessary to obtain proper balance and relationship of facilities essential to sound community development.

It was assumed that needs for public parks, schools, utilities, highways, shopping areas, work areas, and pleasant living conditions do not change simply because of an annexation boundary line. Specific policy statements apply to the unincorporated areas of the County and, in most cases, are applicable to the incorporated cities. However, they shall not be considered binding upon any governmental jurisdiction with the authority to make its own policies.

The preparation and adoption of a General Plan is mandatory, as provided for by the Butte County Charter and the State of California Government Code. The plan is county-wide in that it will provide a broad, common framework for physical development not restricted to political subdivisions.

Sections 65300 and 65301 of the State of California Government Code states:

Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning.

The general plan shall be so prepared that all or individual elements of it may be adopted by the legislative body, and so that it may be adopted by the legislative body for all or part of the territory of the county or city and such other territory outside its boundaries which in its judgment bears relation to its planning.

The General Plan will serve in at least six broad capacities, including: (1) a source of information; (2) a program for correction; (3) an estimate of the future; (4) an indicator of goals; (5) a technique for coordination; and (6) a device for stimulating public interest and responsibility.

In the context of planning in California, the reference to long-range, comprehensive, and general is understood to mean:

Comprehensive: concerned with all major physical elements that make up the area-- including land use, circulation, housing, public facilities, services, and conservation.

Long-range : looks at least 20 years to the future.

General : establishes functional relationships between elements, based on appropriate objectives and principles. The elements are described in terms of approximate dimensions and not precisely. The General Plan, therefore, establishes the basis and frame of reference for subsequent detailed studies and plans.

The scope of the General Plan is also set forth in Section 65302 of the Government Code.

The General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The Plan shall include the following elements:

- (a) A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the Plan.
- (b) A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes,

terminals, and other local public utilities and facilities, all correlated with the land use element of the Plan.

- (c) A housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the Plan shall endeavor to make adequate provision for housing needs of all economic segments of the community.
- (d) A conservation element for the conservation development and utilization of natural resources including water and its hydraulic force, forests, soil, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources.

The Government Code permits additional elements, including recreation, public services and facilities.

The responsibility for carrying out the policies related to the County's physical development is widespread. Because of its size, geography, and location, a large number of agencies are involved; these range from various departments of the Federal Government through local political subdivisions and ad-hoc special districts. The need for a common frame of reference for use in carrying out individual agency responsibilities is obvious.

In order to secure coordination between the responsible jurisdictions, Section 65304 of the Government Code provides that:

During the formulation of a general plan, the planning agency shall consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations, and citizens generally to the end that maximum coordination of plans may be secured and properly located sites for all public purposes may be indicated on the general plan.

Purpose and Need for the General Plan

Recognizing the need for an effective means of guiding and coordinating the physical development of Butte County, the Butte County Association of Governments requested and received a 701 Planning Grant to complete and publish the General Plan for Butte County. During the past year, the Planning Department, in conjunction with a consulting engineer, has been engaged in extensive work to prepare and carry out the program.

The purpose of the County General Plan is to serve as a planning foundation for the orderly development of the County; and as a means of coordinating County Programs and Services. It should be used as a source of reference to aid in developing coordinated official plans and regulations for the County and the municipalities within it. Ultimately, the plan should promote a desirable environment for housing, commerce, industry, agriculture, and recreation.

Therefore, these purposes are interrelated to the public health, safety and general welfare of the residents of Butte County. The designation in the Plan of the location and the extent of various land uses or capital improvements should be predicated on achieving a proper balance in County development.

The initial plan is designed to serve the County population, year 2000, of approximately 185,000 to 200,000. During this growth period, not only must the County accommodate an additional 85,000 to 100,000 persons, but it must also adapt to changing growth patterns and new concepts of development. The Plan, therefore, is not an inflexible blueprint of the future, but is intended to serve as a means for evaluating proposed programs in relation to total County development and to incorporate those which represent desirable improvements, while discarding those current practices which experience and research have proven ineffective.

In order to avoid misunderstandings and unnecessary legal complications which could jeopardize the total planning program, it is extremely important that a clear distinction be made between the General Plan itself and the implementing measures. Implementing measures include zoning, subdivision regulations, and capital improvement programming based on precise plans. These controls are not the General Plan, but are tools designed to transform plan proposals and policies into physical development.

Organization of the Report

The Report which follows is divided into four main sections.

First, background is given for the General Plan. The physical setting and general land use pattern for the County is described.

The second section discusses the County's population and economic characteristics and forecasts the future. These factors provide the foundation for growth and change.

The third section includes the General Plan proposal, the goals and principles, the land use and circulation housing and conservation elements, as required by the Government Code of the State of California.

The last section is concerned with the continuation of the planning process and the implementation of the General Plan. This section describes the techniques and procedures available to the County for use in the day-to-day administration in the carrying out of policy.

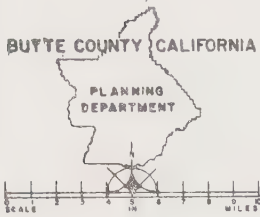
Recommendations

- Stimulate greater citizen awareness, interest and participation in planning the County for the future.
- Conserve for subsequent generations the scenic and recreational areas, agricultural lands, minerals, and environmental resources of the County.
- Improve and diversify the County economic base.
- Establish high standards for residential, commercial, industrial and recreational development that will be of value in directing orderly growth for Butte County.
- Protect agriculture by directing urban growth away from the most economically productive soils.
- Establish a long range integrated road system based on existing and projected land use patterns and which will minimize conflicts between local and through traffic.
- Adopt zoning and subdivision laws, based on the Plan to assimilate proposals and development.
- Use the Plan to serve as a guide in the adoption of long-range capital improvements programs.
- Encourage Federal, State and Local agencies to use the Plan to coordinate and reconcile public plans and programs.
- Incorporate citizen participation into the implementation of the Plan objectives.
- Inventory and re-evaluate existing zoning and subdivision ordinances and other land use control devices to assure their effectiveness in the solution of day-to-day problems and the attainment of the goals indicated elsewhere in this Report.
- All jurisdiction should cooperate in creating model zoning ordinances and closely related controls, as a means of preserving residential amenities, promoting orderly development, reducing jurisdictional

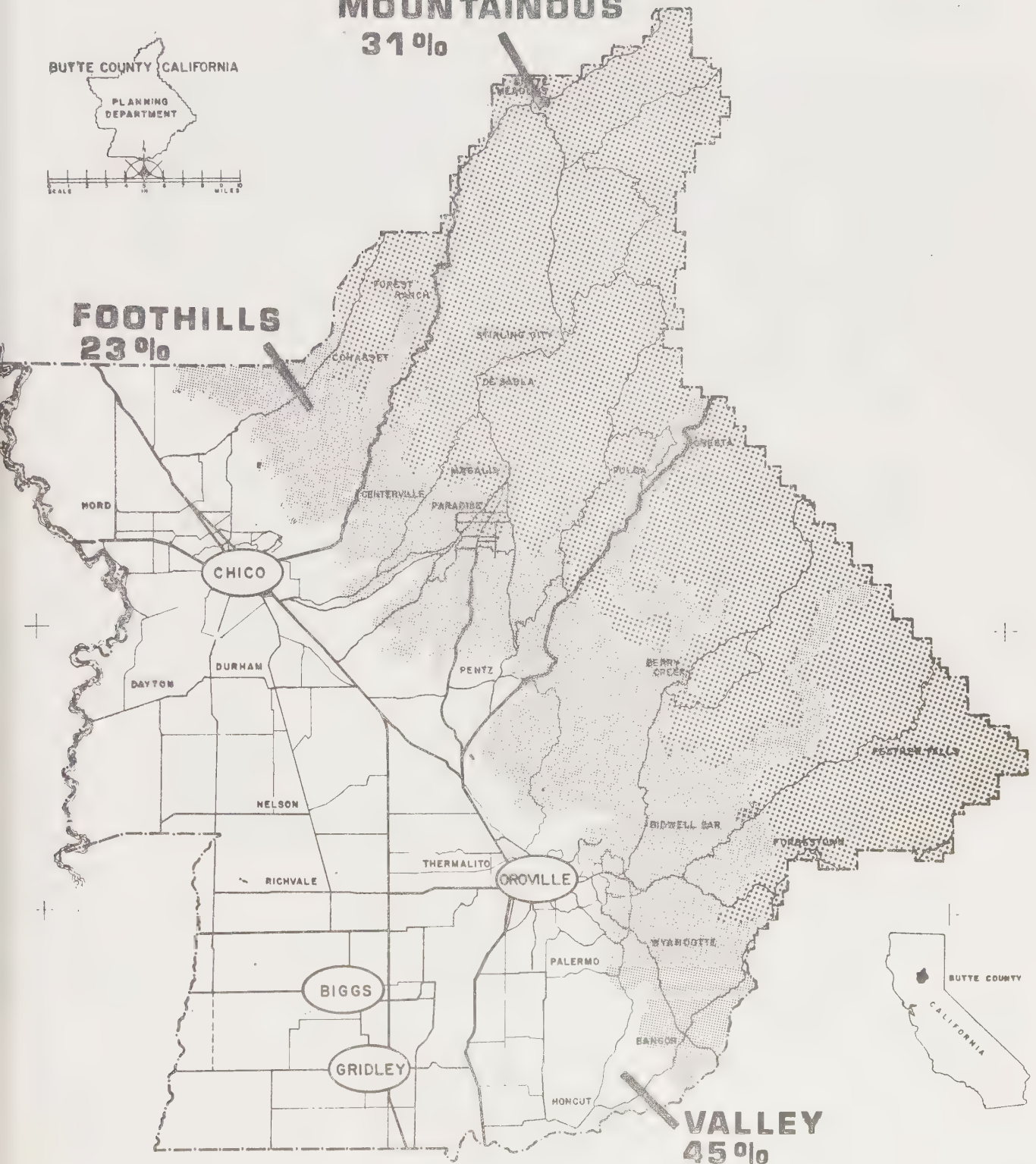
differences that handicap the public, and still retain the individual character of the various jurisdictions.

- . Continuing population and economic studies should be conducted as bases for periodic reappraisal of residential, commercial land-use requirements.
- . Adopt the long-range Sewer and Water Plan of the Public Facilities Element as a guide for approval for future development.
- . Adopt a systematic policy of review of the General Plan.

MOUNTAINOUS
31%



FOOTHILLS
23%



VALLEY
45%

The Planning Area --- Physical Setting

Butte County, with an area of 1,054,320 acres, or 1,680 square miles, embraces a wide range of climatic and topographic conditions. The County is geographically divided into that portion which lies in the northeastern part of the Sacramento Valley, and the mountainous country surrounding the Valley. Approximately 1100 square miles comprise the Valley floor and foothill country. Much of the valley floor is alluvial deposit accumulated through the ages by materials washed down from the face of the Sierras. It is bounded by Glenn and Colusa Counties, with the Sacramento River forming half of the westerly boundary, on the north and northwest by Tehama County, on the east by Plumas County, on the south by Sutter County, and on the southeast by Yuba County, with Honeycut Creek forming the southeast boundary.

The topography varies from a valley floor on the west ascending eastward to rolling hills and mountain summits cut by deep canyons, which in turn were formed by the erosion of glaciers and tumbling streams flowing westward. The valley is warmed by air currents coming inland from the Pacific's warm Japanese current, which gives a hot, dry climate in the Valley during the summer and mild with moderate rainfall in the winter. Rainfall varies throughout the County from a mean of 20 inches in the valley to approximately 70 inches in the high mountainous areas. No large, natural lakes exist within the County's boundaries. Several artificial lakes serve as domestic water, irrigation and power dam reservoirs and are located in the mountain and foothill areas. Some of these are Oroville, Philbrook, Round Valley, Wyandotte, Concow, Lost Creek, Magalia, Paradise, and Madrone reservoirs. The reservoirs constitute approximately 35.00 square miles of water surface.

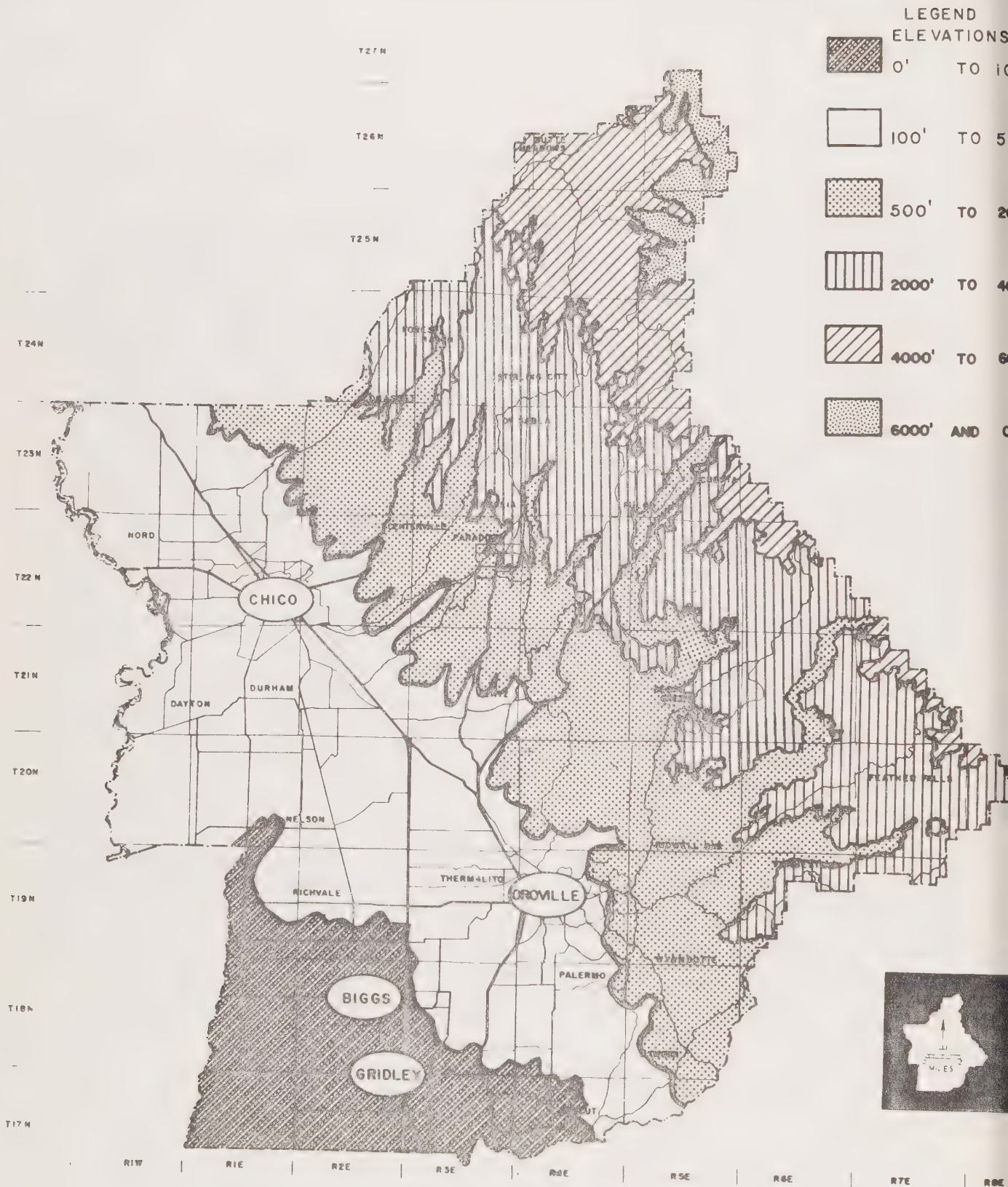
Land-Use Overview

Of the estimated 1,665 square miles of land in Butte County approximately 542,000 acres are in agricultural use. Approximately 40 square miles are presently covered with urban use of land. The major portion of this is residential and the second largest amount is commercial. The highest population densities in Butte County and the most intensive use of the land are to be found in the urbanized central areas of Chico, Oroville, and the area encompassed by the Paradise Irrigation District Boundary. The preponderance of industrial development is located in the Chico area. The four incorporated cities and the Paradise area have well defined "downtown" areas. The foothill areas bisecting the County on a north-south axis are of mixed use, low density residential development, occasional agricultural development and chaparral. Multiple residential is generally confined to the Chico and Oroville incorporated areas.

Near the urban core of each of the older built-up portions of the cities of Chico and Oroville respectively are found heterogeneous mixtures of land uses, where one type, such as commercial or light manufacturing uses, have intruded into residential neighborhoods. Strip commercial development is particularly prevalent in the older urbanized area of Chico and those thoroughfares in Oroville leading to Lake Oroville. Because of the limited growth factor in the Gridley, Biggs and Durham areas extensive strip commercial development has not occurred.

A general shortage of housing exists in the Chico area because of the growth generated by the expansion of Chico State College and the unfavorable construction climate during the late sixties. A shortage would exist in the Paradise area had there not been an intensive influx of mobile homes to the area during this same period. Oroville however, has a slowly diminishing surplus of existing housing, a residual condition resulting from the termination of the Oroville dam project and removal of the Western Pacific Railroad Roundhouse operation from the area. Housing has remained relatively stable in the Gridley-Biggs area. The Palermo area south of Oroville has experienced a moderate influx of mobile homes.

Intensive land-use is precluded in a large portion of Butte County because of the topography and ownership. Approximately 200,000 acres are under Federal ownership and additional large acreages are private timber concerns. The primary



BUTTE COUNTY COMPREHENSIVE GENERAL PLAN

TOPOGRAPHY

THE PREPARATION OF THIS GENERAL PLAN WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1937, AS AMENDED.

BUTTE COUNTY CALIFORNIA

PLANNING
DEPARTMENT



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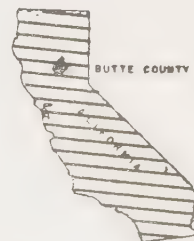
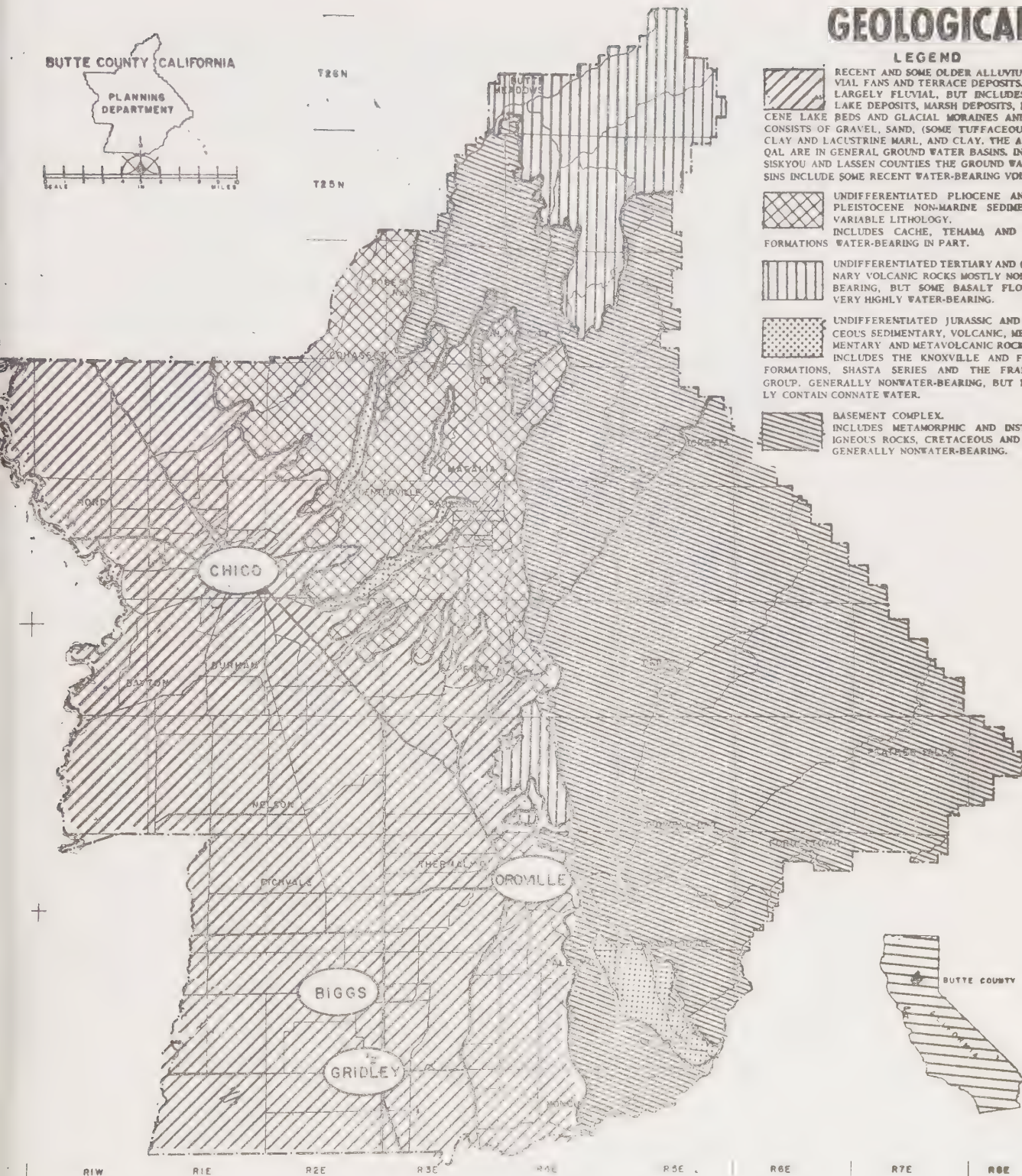
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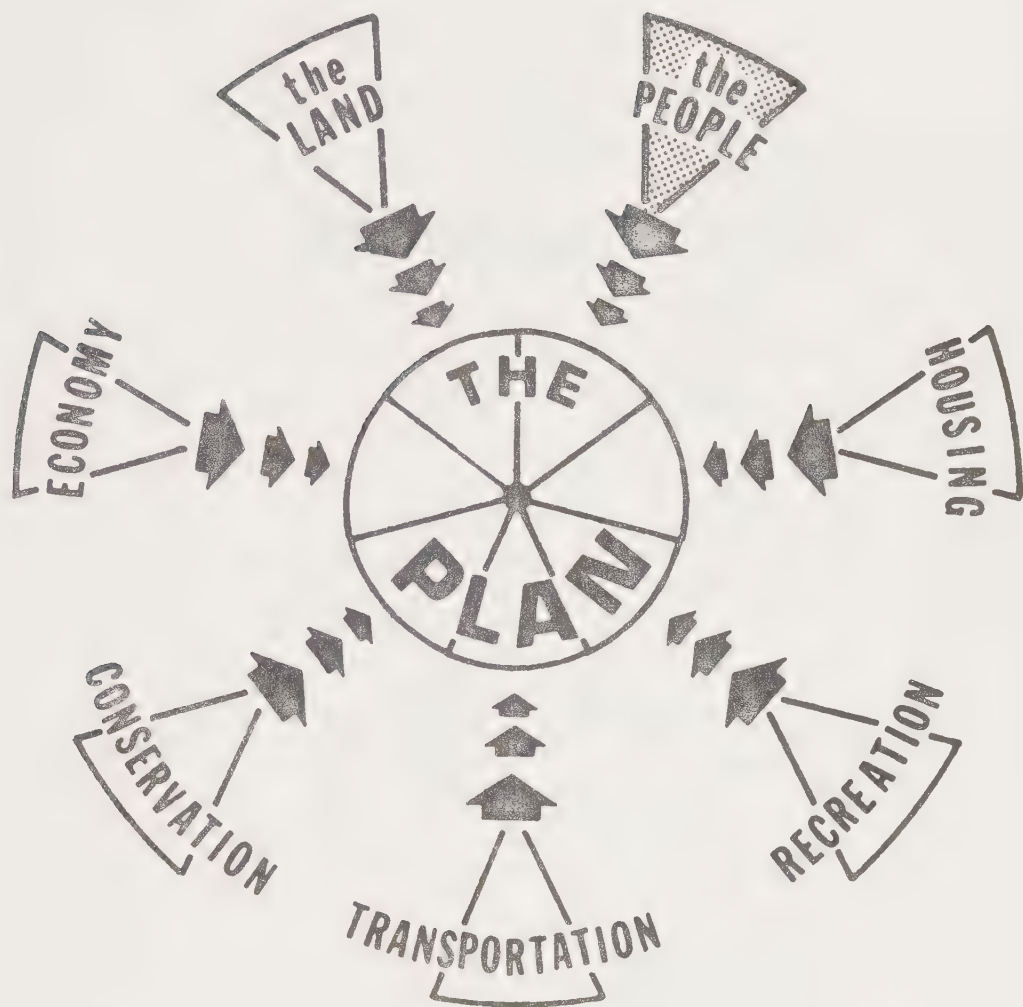
LEGEND

-  RECENT AND SOME OLDER ALLUVIUM, ALLUVIAL FANS AND TERRACE DEPOSITS. LARGELY FLUVIAL, BUT INCLUDES PLAYA LAKE DEPOSITS, MARSH DEPOSITS, PLEISTOCENE LAKE BEDS AND GLACIAL MORAINES AND DRIFT. CONSISTS OF GRAVEL, SAND, (SOME TUFFACEOUS), SILT, CLAY AND LACUSTRINE MARL, AND CLAY. THE AREAS OF QAL ARE IN GENERAL GROUND WATER BASINS. IN MODOC, SISKIYOU AND LASSEN COUNTIES THE GROUND WATER BASINS INCLUDE SOME RECENT WATER-BEARING VOLCANICS.
-  UNDIFFERENTIATED PLIOCENE AND SOME PLEISTOCENE NON-MARINE SEDIMENTS OF VARIABLE LITHOLOGY. INCLUDES CACHE, TEHAMA AND TUSCAN FORMATIONS WATER-BEARING IN PART.
-  UNDIFFERENTIATED TERTIARY AND QUATERNARY VOLCANIC ROCKS MOSTLY NONWATER-BEARING, BUT SOME BASALT FLOWS ARE VERY HIGHLY WATER-BEARING.
-  UNDIFFERENTIATED JURASSIC AND CRETACEOUS SEDIMENTARY, VOLCANIC, METASEDIMENTARY AND METAVOLCANIC ROCKS. INCLUDES THE KNOXVILLE AND FOREMAN FORMATIONS, SHASTA SERIES AND THE FRANCISCAN GROUP. GENERALLY NONWATER-BEARING, BUT LOCALLY CONTAIN CONNATE WATER.
-  BASEMENT COMPLEX. INCLUDES METAMORPHIC AND INTRUSIVE IGNEOUS ROCKS, CRETACEOUS AND OLDER. GENERALLY NONWATER-BEARING.

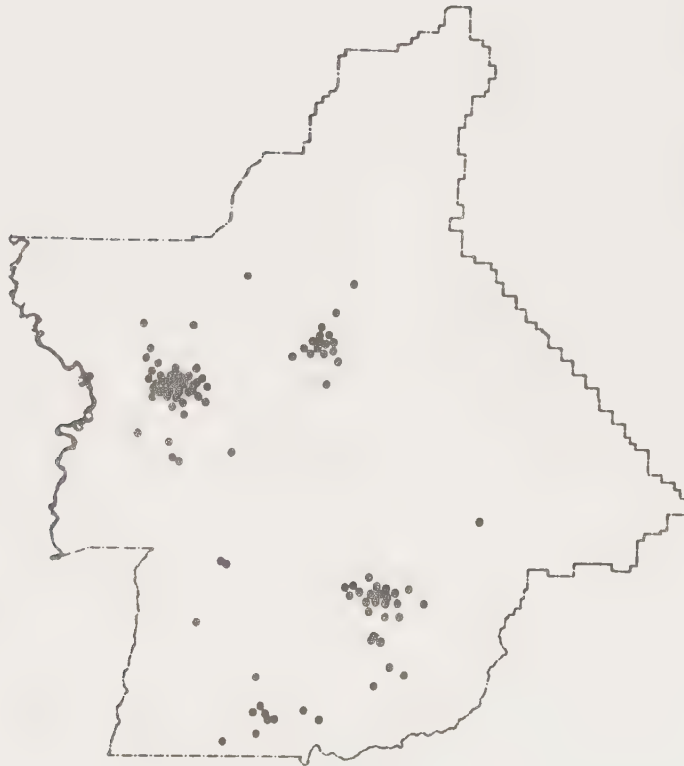


use of land is related to forest management, recreation, grazing and timber within these areas. There is extensive livestock grazing in the foothill areas during the winter and spring months. Since this land is predominately non-irrigated livestock raising is a seasonal land-use.

About 65 percent of valley floor area lying West of highway 99 is devoted to irrigated and non-irrigated agricultural uses. 75 percent of the irrigated agricultural land lies south of Chico, west of Gridley to the Glenn, Colusa and Sutter County boundaries respectively. The waters of three forks of the Feather River have been developed as electric power generators. The resevoirs developed as part of these power and water conservation projects have created the nucleus for a variety of recreational activities. Several small settlements in the lower elevation mountain areas serve as secondary service areas for the timber industry.



where they live



• = 1000 People



Population

Without people there would be no need for government, and consequently there would be no cities rendering the various services in which they engage. Thus, cities and counties and their planning programs exist primarily for the purpose of serving people. Generally speaking, the responsibilities of local government are to do those things collectively which citizens cannot accomplish individually. This is particularly true in the field of planning. A single property owner could not possibly create and maintain the vast system of thoroughfares on which the use of the property depends. The same is true with other needed services such as sanitation, fire protection, police protection, health protection and the protection of property against inappropriate zoning. Since land use planning is designed to provide an attractive and efficient place for people to live, it follows that it is imperative to know the approximate size of the population to expect by 2000, and where the people can logically be expected to settle is influenced by existing trends and environmental factors. The population projection discussed in this report are used as a basis for determining the amount of land that will be needed for residential, commercial and industrial land uses and public facilities. Out of this evaluation of the relationship of people to land can come efficiency and economy in providing needed services and a suitable environment.

Population Characteristics

For County Planning purposes, detailed population characteristics on age, sex, race, and socio-economic factors are not critical. In city and community planning, it is essential to understand what groups are dominant in the various neighborhoods for determining recreational, educational and governmental land use allocating. In contrast, the County Plan is concerned with providing guidelines for total development and assuring that there is sufficient land set aside to provide a suitable environment for everyone.

Population Projections

Population projections are based on the series of assumptions

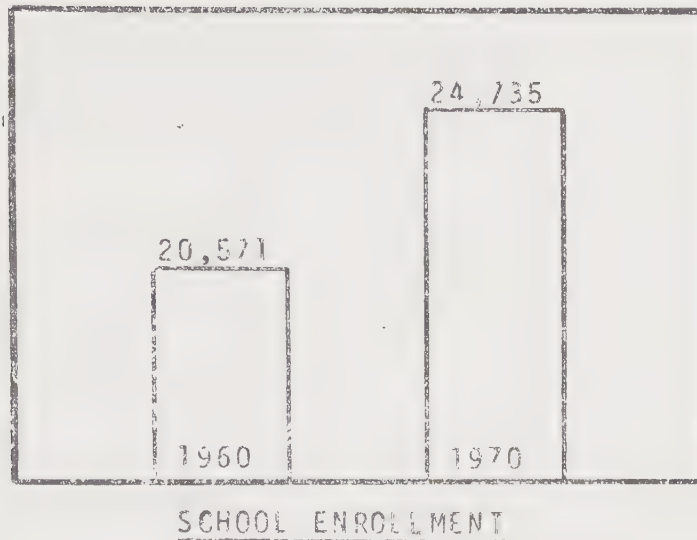
and have been computed by ten-year increments to the year 2000. These projections are of sufficient accuracy to enable pro-rated use proposals to be set forth. As a part of the continuing comprehensive planning program, refinements will provide much more accurate projections be made for specific subregions within the County. The year 2000 population projections indicates that Butte County will grow from the 1970 census figures of 101,969, to approximately 200,000, or approximately 100% increase. Population growth is based on two factors: natural increase (the number of live births minus the number of deaths in a given period), and net migration (the number of persons who move into the County from other areas minus the number of persons who move out of the County).

In recent decades, Butte County has gained most of its new population as a result of in-migration. In the 60's, migration into the area has represented a higher percentage of the total increase, attributing more than one half of the total population gain. In the future, net in-migration should continue to play a predominant role as far as the total County population is concerned. This is particularly true if new industries are attracted, since population movements are largely related to job opportunity.

Distribution

The 1960 Federal Bureau of the Census showed Butte County population as 82,030. The 1970 Census indicated a County wide population of 101,969.

Total population of a community is both interesting and significant, in that age distribution and the facts pertaining to the manner in which the total population represents the different age brackets may be a significant determinant of the type and amount of goods and service that will be required in the future. It is of particular significance to those responsible for providing school facilities since there is a large segment of the population of pre-school age.



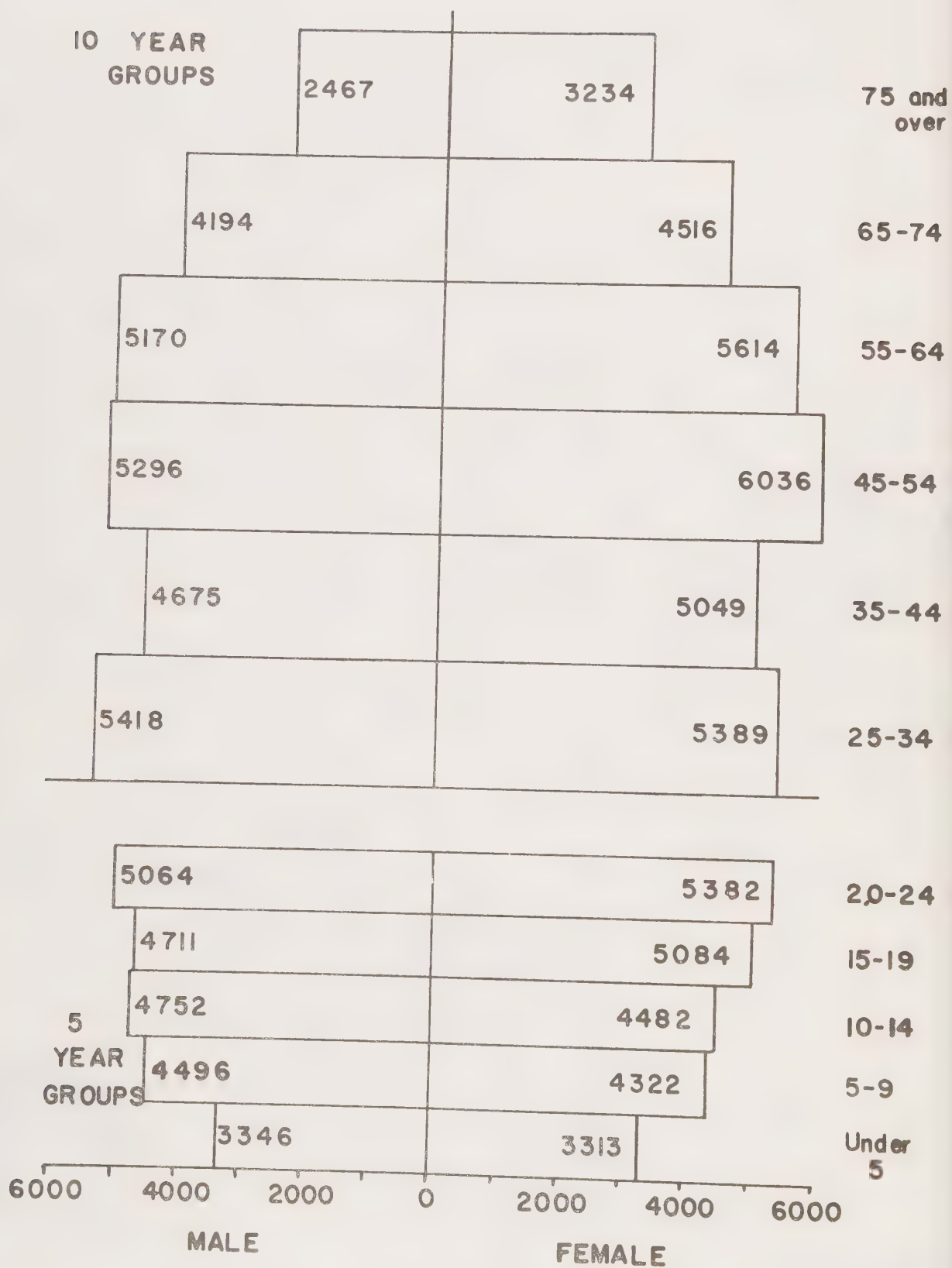
The facts of distribution largely determine the element of density and directly relates to the land use pattern either as it is, or as will be established by the County's zoning. It will be noted that in several instances there is a definable clear line of division between populous areas and areas with very sparse population, if any.

Although the present facts with reference to population in terms of distribution and density are significant and important, what the future holds in store in these respects is even more important. It is possible at this time to project future distribution or densities because the County's land use pattern is fairly well established; and to determine the future possible population. Zoning also assists in determining population distribution and density on the basis of permitted total maximum population per given area that is possible under the zoning classifications and by using the densities suggested in the General Plan Land Use Element.

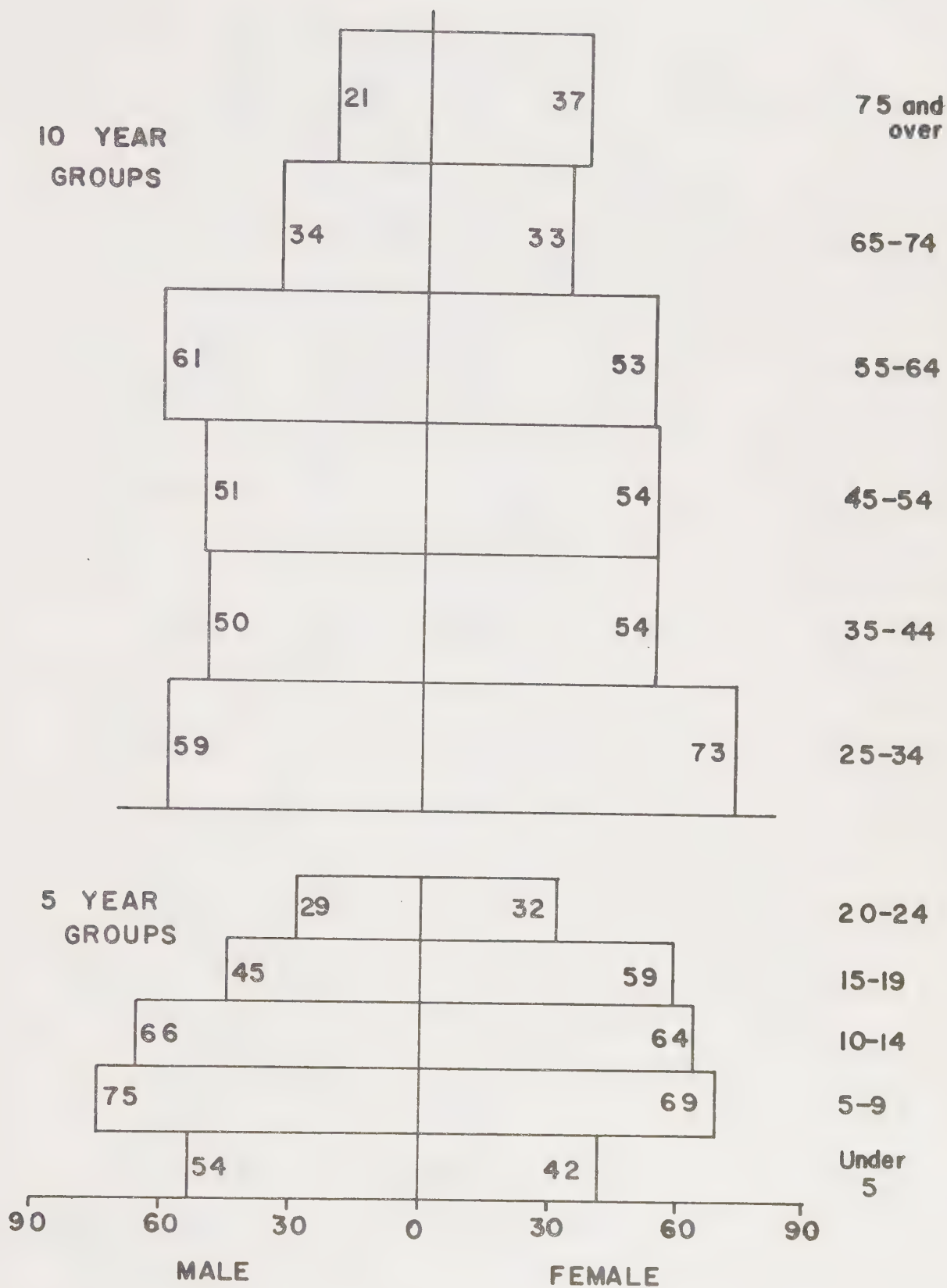
Another important consideration in which population density and distribution plays a vital part is the determination of future pattern of land development. The known reservation of areas for existing and future densities of residential development will permit the planned diversification of street patterns and lot arrangements for those areas. Areas prematurely set aside for other uses can be put back into the land inventory for alternate uses if the population

distribution and density indicate there is a need. Discussing the significance of facts pertaining to population explains in part why no single component subject in a general plan can be considered as an isolated subject, but must be considered in its relationship to all others.

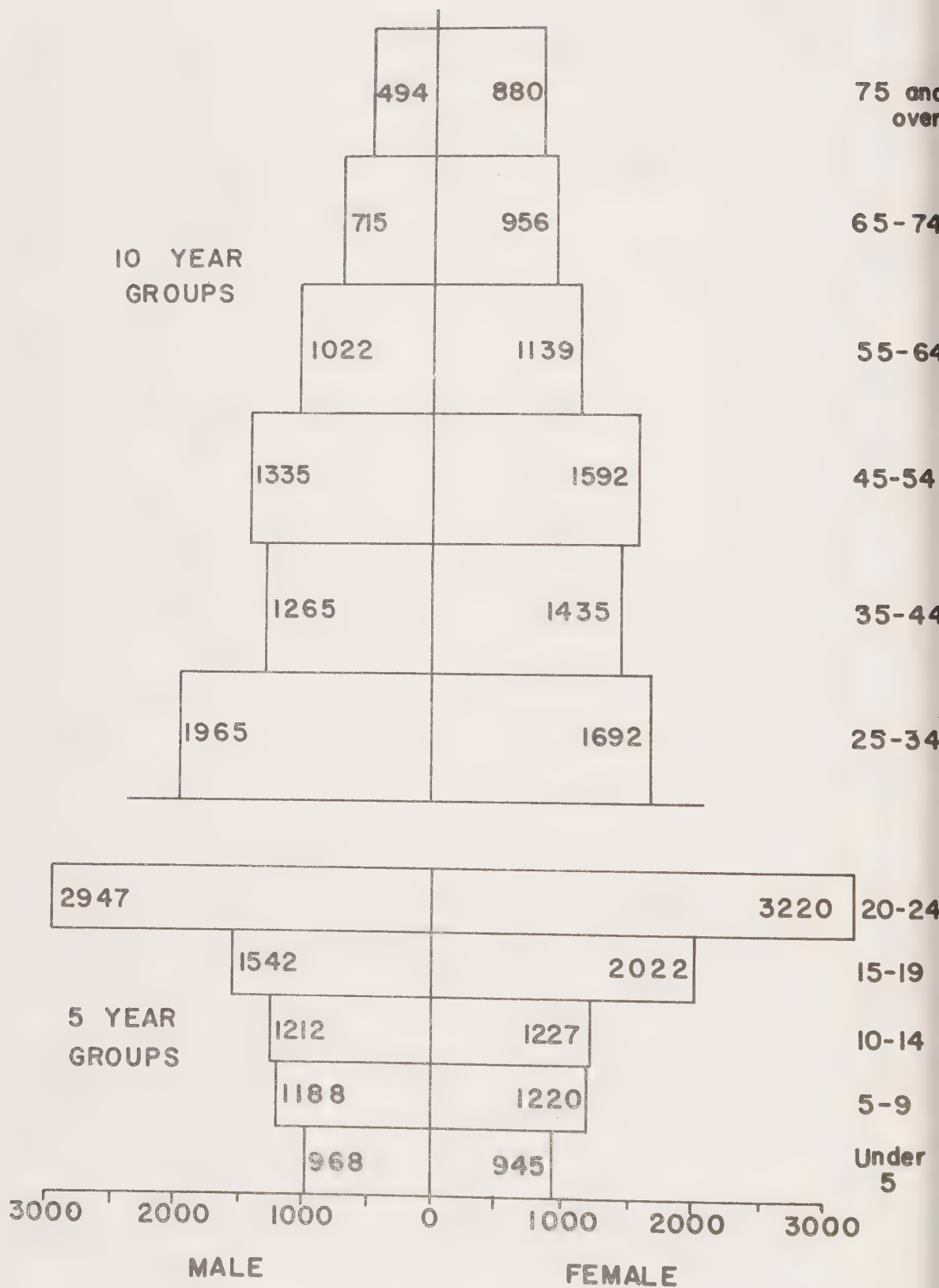
Reference is again made to the map presentation of the 1970 population distribution based on enumeration districts. It will be noted that there are several substantial areas practically devoid of population. On the land use map contained in this report those areas devoid of population consist of three principal types; vacant acreage, acreage used for some form of agricultural activity including dairies, and areas occupied by existing industrial development. A major question which remains for the County to answer is whether the location and the size and shape of various areas is such that they should be made available for additional residential development or whether they should be preserved in their existing uses. The answer to this question will involve both social and economic considerations both of which are based on concomitants of population. It is hoped that this report will serve to clarify in more detail those considerations that should produce the answers.



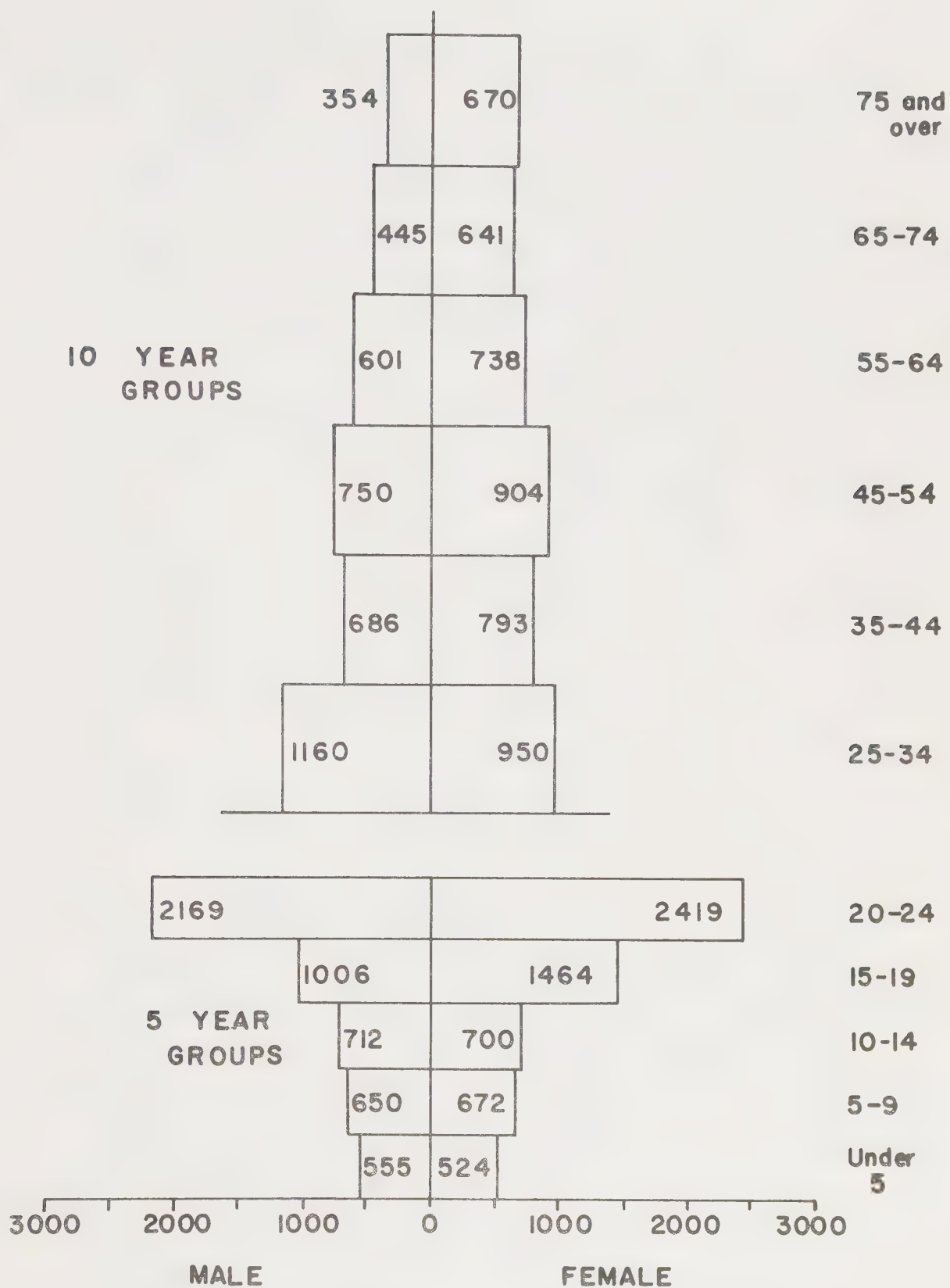
1970 POPULATION BY AGE GROUPS
BUTTE COUNTY



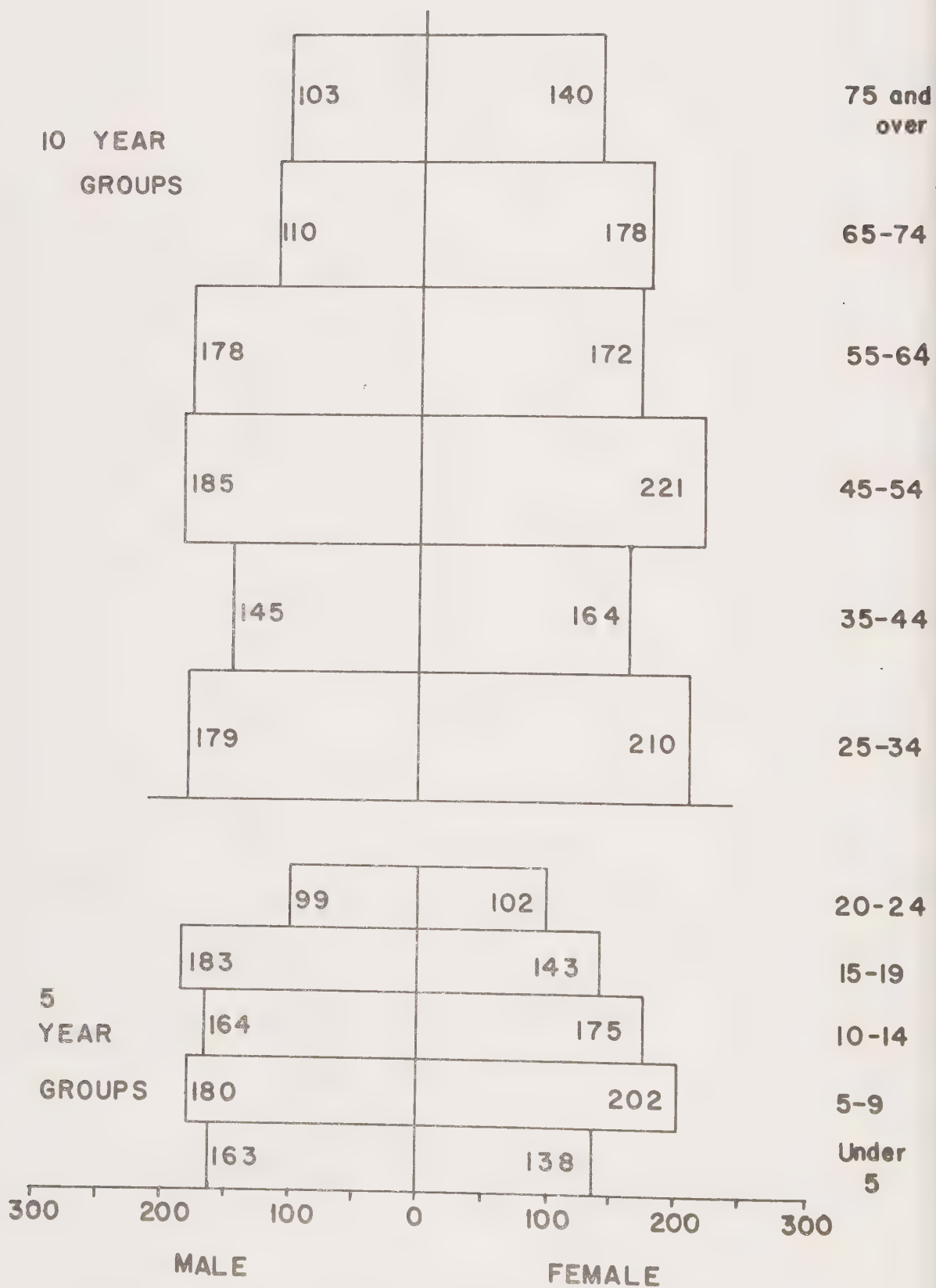
1970 POPULATION BY AGE GROUPS
BIGGS



1970 POPULATION BY AGE GROUPS
CHICO AREA

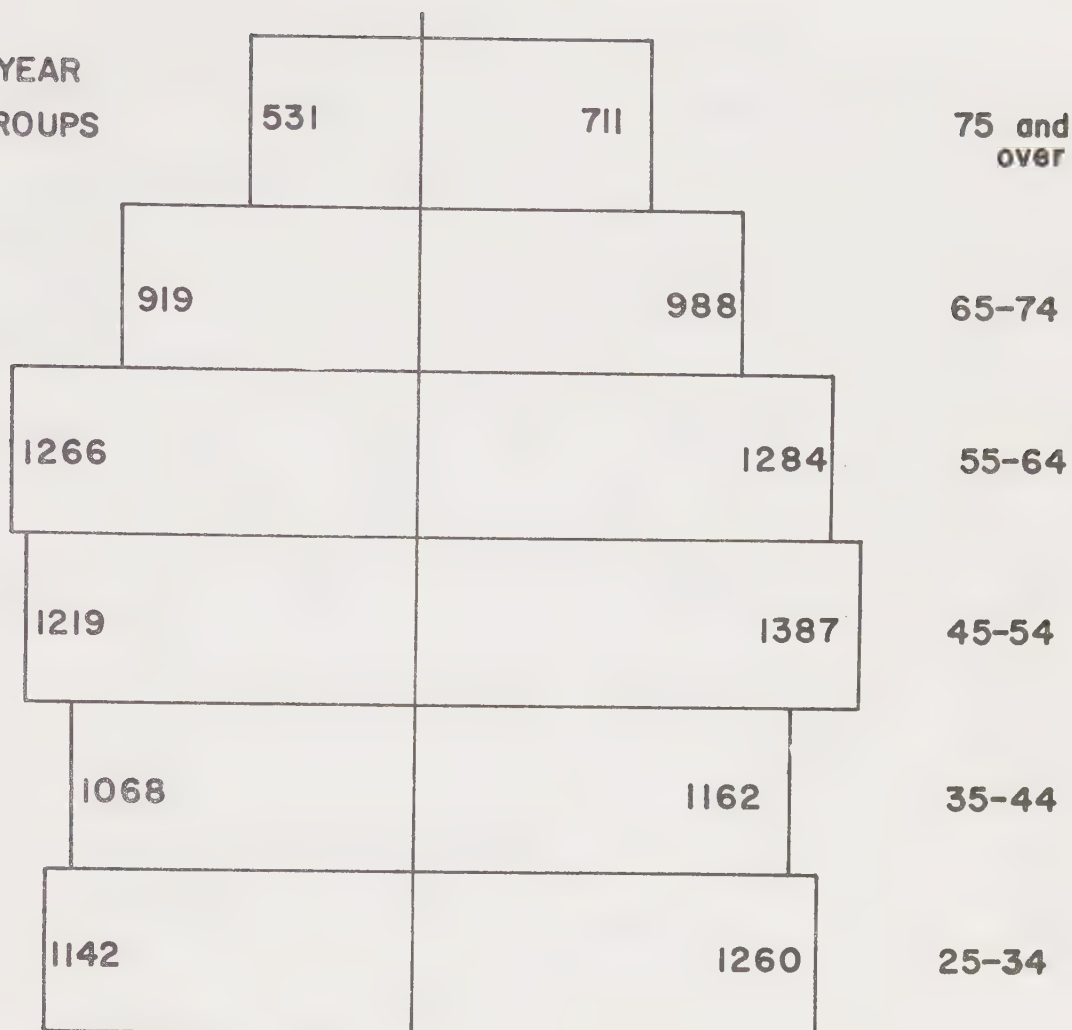


1970 POPULATION BY AGE GROUPS
CITY OF CHICO

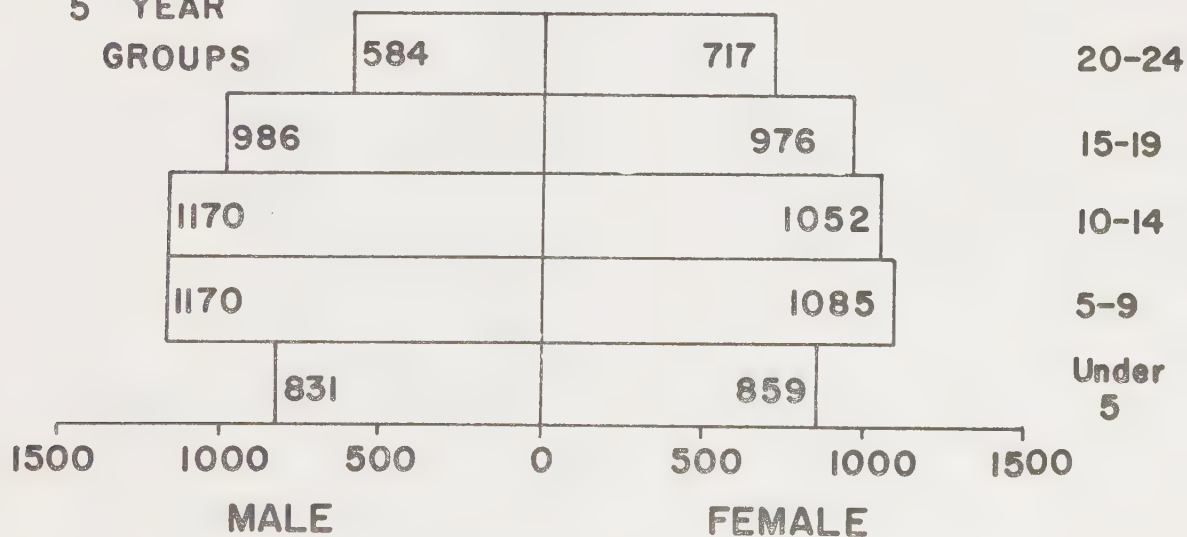


1970 POPULATION BY AGE GROUPS
GRIDLEY

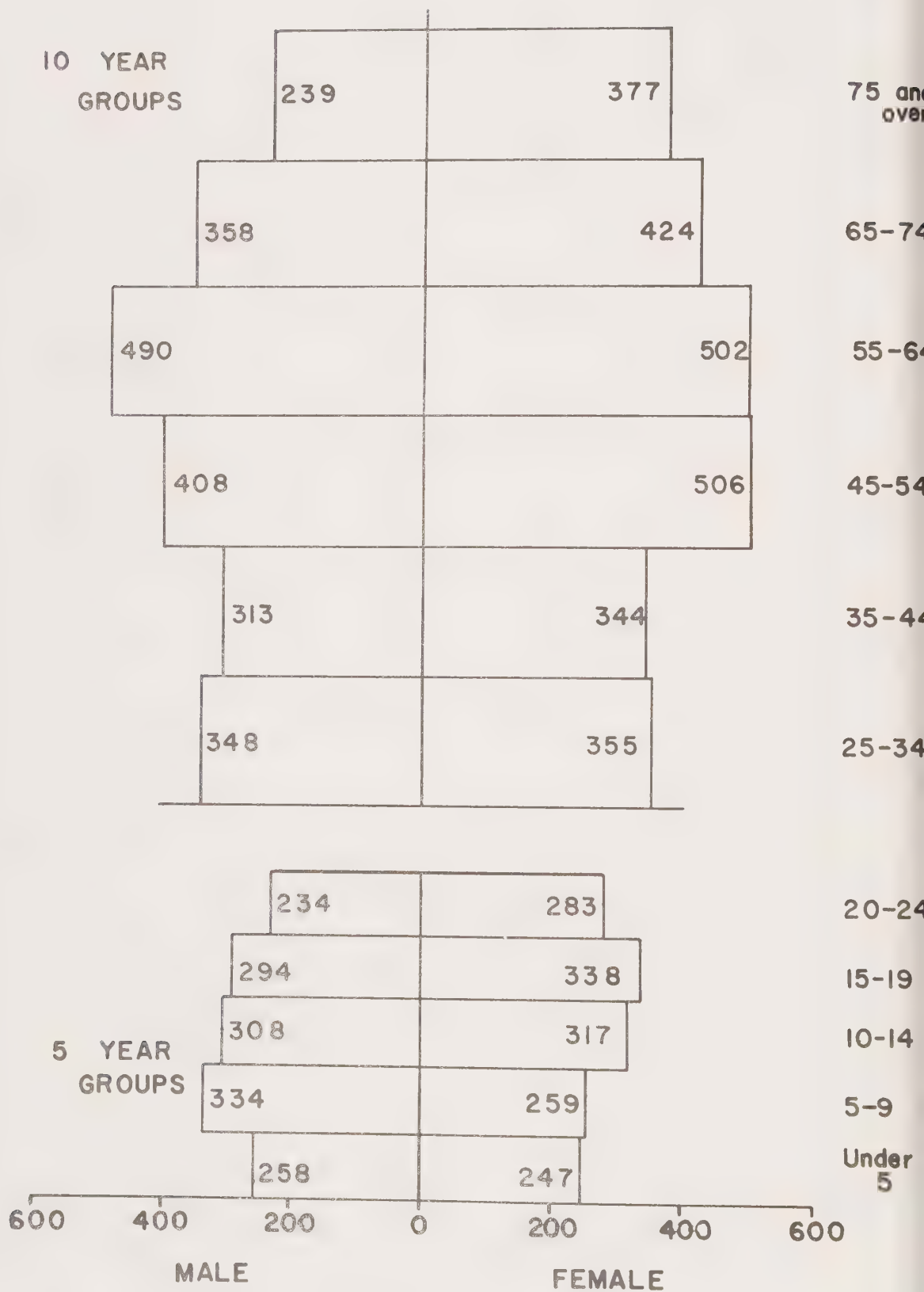
10 YEAR
GROUPS



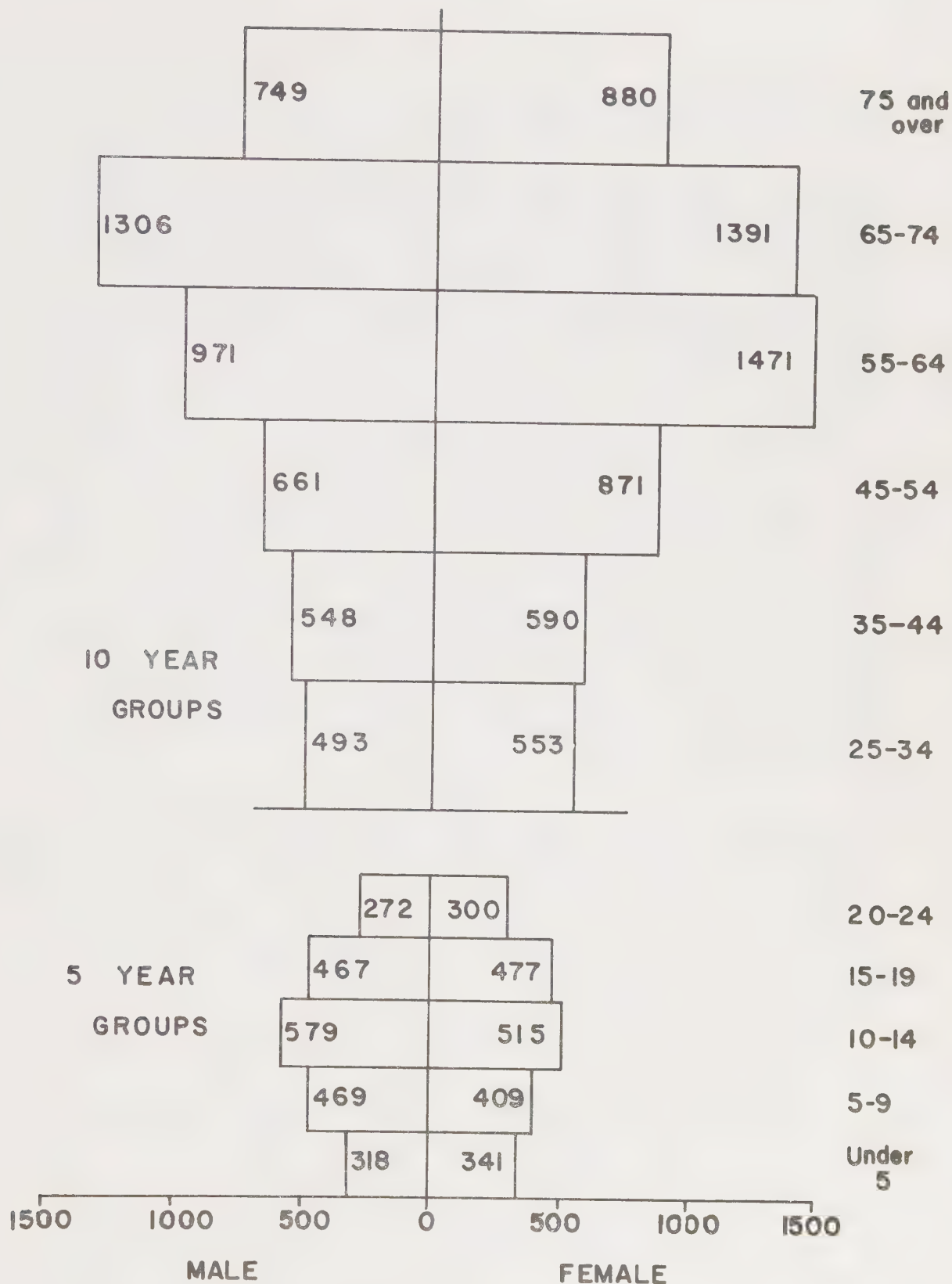
5 YEAR
GROUPS



1970 POPULATION BY AGE GROUPS
OROVILLE AREA



1970 POPULATION BY AGE GROUPS
OROVILLE



1970 POPULATION BY AGE GROUPS
PARADISE

Causes of Growth, Assumptions

California is now the most populous state in the nation. While the reasons for this expansion are exceedingly complex, economists and demographers generally agree that economic growth and employment opportunities must precede population growth. In the study, Employment Expansion and Population Growth, The California Experience: 1900 - 1950, Margaret Gordon found that non-economic considerations such as climate or social amenities play important roles in connection with the desire to migrate to California, while economic considerations are the decisive factors in the actual decision and the timing of migration. A person may desire to move to California, but is usually not willing to quit his job or sell his house until he has a possibility of employment here. This is especially important to counties with high unemployment rates. The proportion of the migrants in the young working ages that came to California during the 1950's was considerably above the state and national proportions in those age ranges. In spite of this heavy concentration of job seekers among the in-migrants, the unemployment rate in California was approximately the same or lower than the national rate throughout the decade of the sixties. This was true of Butte County in the early sixties, but the unemployment rate has steadily grown and is now substantially higher than the state and national average.

Margaret Gordon has found that "periods of heaviest in-migration have been associated with periods of unusually rapid economic development, when the rate of economic expansion of the State has exceeded that of the Nation." There was an unusually high in-migration and temporary, rapid economic expansion during construction of the Oroville Dam. The following sequence of causes of population growth may occur as a result of rapid expansion:

There is an initial improvement in economic conditions, followed by the exploitation of favorable investment opportunities and an increase in employment opportunities. This results in an acceleration of the rate of net in-migration with an increased demand for consumer goods and services. This finally reaches a turning point as the net in-migration overcomes the expansion of employment opportunities, thus completing a cycle.

The cyclical influence of economic opportunity is apparent in Butte County as well as California. There has been no attempt to forecast these cycles because this report is concerned with long-range trends of population growth and economic development. The decision of one or two firms to move into or out of a large city may have little effect on general trends of economic development because underlying forces are so strong. It has a severe impact on a smaller community. Experience shows that urbanized areas with large populations build a growth momentum. It is almost impossible for small communities to compete because of the initial advantage of this momentum when competing for industry. As an urban center increases in size, the complexity of its economic relationships grows and it becomes more self-sufficient. The ratio of service industry to basic industry increased with the size of the urban center. It could be said that sheer size impels growth since it provides opportunities for higher degrees of specialization and division of labor which underlie higher levels of economic activity.

The population projections of this report assume that the factors causing growth in the past will continue to have an influence on future growth and that minor fluctuations will have little impact on general trends.

Assumptions in this report have been separated by function into two orders to facilitate analysis. The first is the broad, general assumption that there will be no devastating war, deep or prolonged depression, or widespread disaster that will cause an unexpected deviation from trends of the 1960 to 1970 decade. It is assumed that conditions throughout the projection period will be consistent with social, economic, and technological trends evident during the 1960's.

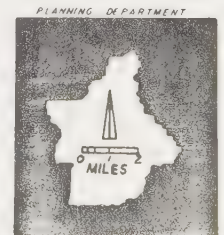
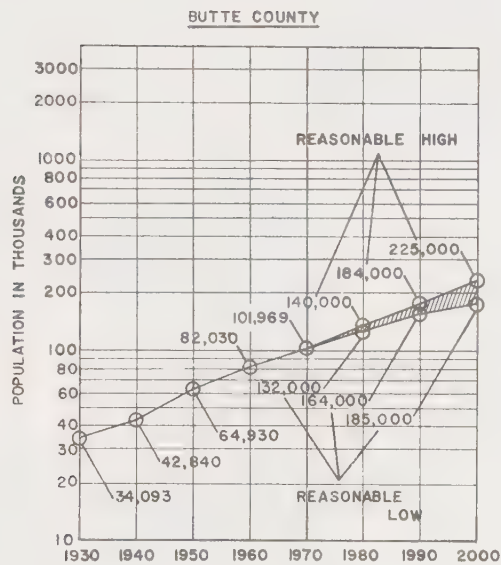
Further elaboration of this general assumption means that:

- (a) The present rate of technological change will continue into the foreseeable future in Butte County as in the nation.
- (b) Power and water necessary for growth will be available in the quality and quantity needed.
- (c) The automobile will continue to occupy its present position in transporting people and goods, and adequate facilities for movement and storage will be available.

- (d) Economic expansion will continue to bring new migrants to California and Butte County region of influence.
- (e) Real income per household will, with minor fluctuations, continue to rise in Butte County and California.
- (f) Federal policy with respect to farm programs will not undergo a significant shift.
- (g) Federal policy and consumer preference with respect to housing will not undergo a major shift.
- (h) State and federal funds will be made available for public works projects.

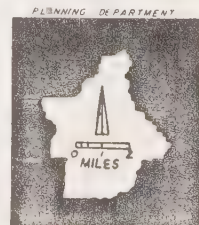
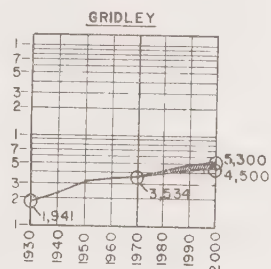
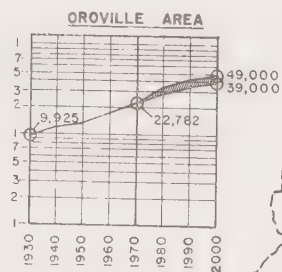
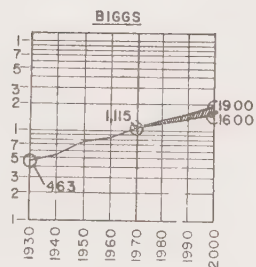
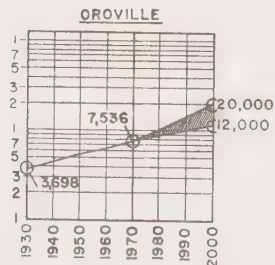
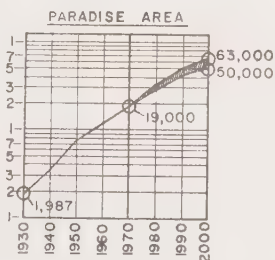
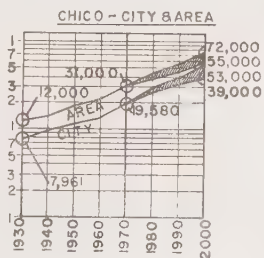
There are a number of factors which could have a great impact on the population and employment growth of the Butte County area but they are beyond the scope of this study. These considerations are speculative questions and serve as avenues for further investigation. The objective is to alert the reader to possible factors that could bear consideration in evaluating the projections.

- (a) What will be the impact of intensive recreational development around Lake Oroville?
- (b) What will happen if Chico State College continues to expand?
- (c) What changes will take place in farming?
- (d) What will be the effect of construction of Butte College?
- (e) What is the holding capacity of the Paradise area?



BUTTE COUNTY COMPREHENSIVE GENERAL PLAN POPULATION PROJECTION

THE PREPARATION OF THIS GENERAL PLAN WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.



BUTTE COUNTY COMPREHENSIVE GENERAL PLAN

POPULATION PROJECTIONS

Future Growth - An Asset or a Liability?

Most growth can be sound if public policies are adopted to control same in an orderly, logical, related manner; and all these are necessary and essential to secure quality rather than quantity.

The responsibility of all governing bodies is to support firm attitudes that will not permit the dissipation of land or public service dollars (taxes) to support scattered development. It should be possible to determine whether a new proposed development will strengthen or dilute the economy of a given area. The General Plan is intended to serve as the basis upon which a public decision can be made on such proposed developments.

Population projections for the future are based on the best information now available. These projections look into the future to the year 2000, the maximum planning period. Any date beyond this date for any local area would be pure conjecture. The Plan, on the other hand, provides for residential areas and densities that would permit many times the estimated population for the year 2000.

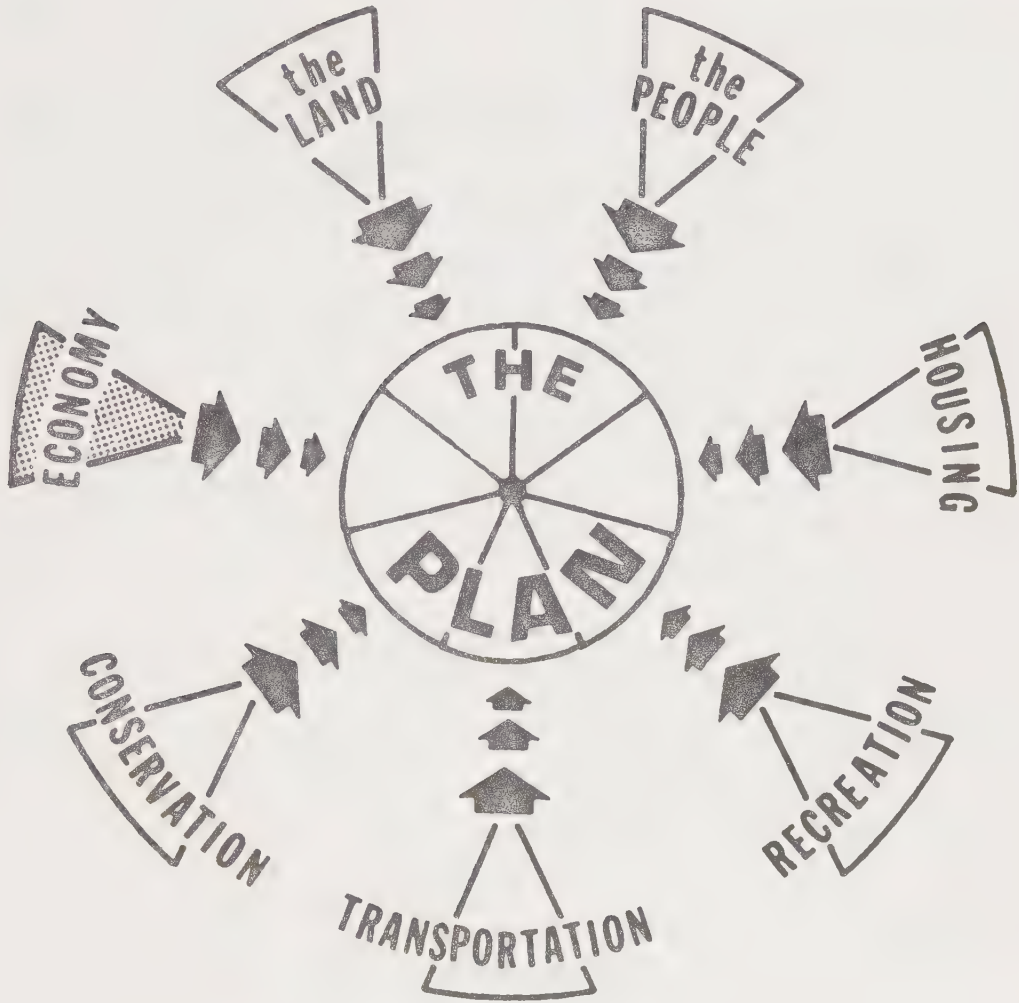
The provision for more land for growth than can be absorbed within a reasonable length of time can be dangerous, especially in the agricultural areas. There is always a tendency for isolated property to be developed for urban use and, by so doing, cause many insuperable problems for the neighbors.

Just a few of these problems include:

- Increased taxes based on appraisals which are related to the sale price of agricultural land which is proposed to be developed for urban uses. Thus, agricultural uses become economically less feasible for persons who own neighboring properties to continue farming, and at the same time additional urban land may contribute to a "stagnate market".
- The proposed development of an isolated urban complex will require the addition of new schools, parks, and many services that are not essential at the same level for agricultural or rural areas. The cost of these additional facilities are borne by other large land owners in the area, again increasing the taxes

that will eventually make farming a very dubious economic venture.

There are other conflicts which occur when urban and rural land uses are mixed in an unplanned manner. Some of these problems are brought about by the limitation of many essential agricultural practices, such as dusting, spraying with insecticides, which would be considered reasonable in open areas and would be quite dangerous to the health, safety and welfare of the people where residential communities are interspersed with agricultural uses.



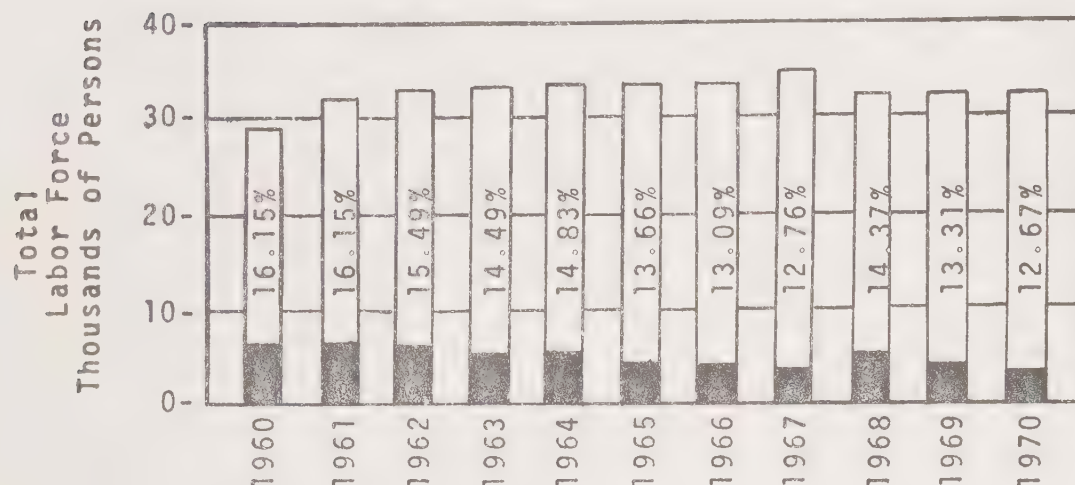
The Economy

It is the purpose of this chapter to present an estimate of the future levels of economic development. The projections are intended to indicate the general rate and amount of economic change expected by the year 2000 and to identify those elements or sectors of the economy that are expected to expand or decline. Since employment projections provide a guide for estimating future land requirements for industrial warehousing, and wholesale trade activities, the measure of an economy most valuable to land use planning is employment.

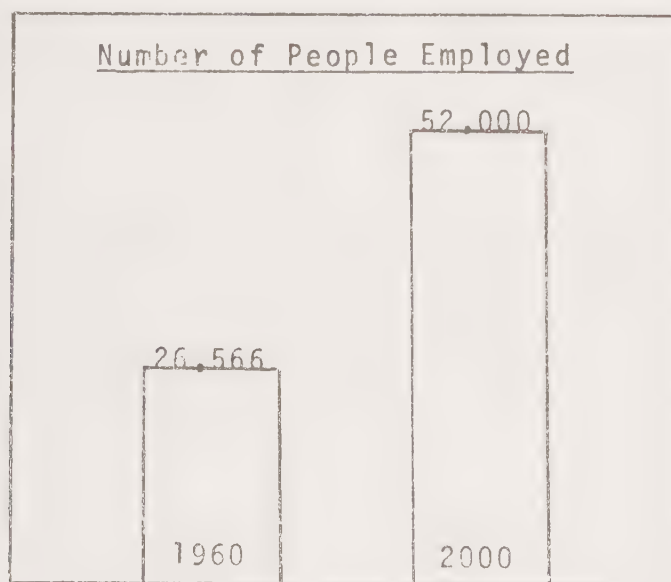
In 1970, the average annual employment of the total labor force in Butte County was 33,525 workers, a decrease of 2.05% over the preceeding year. The County has not experienced any exceptional change in its economic base since completion of the Oroville Dam Project. The major changes in employment in the past 10 years have been in the shift from agriculture to industrial services and governmental activities. The employment base, during this period increased in diversification and balance through added jobs in light manufacturing services and government. Industrially, Butte County has in the past been somewhat dependent on the agricultural industry which includes the lumber industry. Retail shopping centers, governmental agencies, and educational services have diversified the employment base and help to balance and distribute employment demands. In addition, the cities of Chico and Oroville have always been limited centers for food processing and preserving activities. With six food processing plants in operation during the summer months, these industries offer opportunities for seasonal employment for the part-time labor market in the area. The female labor force benefits from this industry.

Indigenous agriculture is relatively stable in terms of its impact on the labor market. Therefore, agriculture cannot be expected to provide additional jobs in the future for the additional population expected in the County. Employment in agriculture in 1960 was 4,775 or 16% of the total labor force of 29,550 while in 1970, the total labor force was 33,525, with only 4,250 or 13% employed in agriculture.

PERCENTAGE OF LABOR FORCE IN AGRICULTURE



Other Labor fields reflected increased use of the total labor force, i.e. manufacturing from 8% in 1960 to 10% in 1970; services from 8% in 1960 to 17% in 1970; government from 13% in 1960 to 14% in 1970; trade from 15% in 1960 to 22% in 1970 while construction decreased from 5% in 1960 to 4% in 1970.



Employment Projections

The natural environment of Butte County, coupled with an attractive and efficient man-made environment can help promote an optimistic forecast for the economic growth of the County in the future.

Economic trends within a community indicate growth potential for the future. The community must know the extent of its assets, existing and potential, in order to more clearly direct its ambitions and expenditures. Trends established by economic factors at work within the community can assist in determining direction of community growth.

Butte County's economy is an integral part of the American economy. Fluctuations in the business cycle are felt throughout the Country, and Butte County cannot expect to be immune from national trends.

Accordingly the forecasted expansion of Butte County's economy is based on trends in the State and National economy. Research indicates definite trends toward more employment in the areas of trade, services and government. A more or less stable employment figure for manufacturing, and the lumber associated industries and a slight decrease in agricultural employment.

Industry

There is intense competition among the urbanized areas of California for industry. New industries have a gravitation tendency to locate in established industrial areas. It is, therefore, unlikely that large industries will locate in Butte County in the foreseeable future, and heavy manufacturing does not appear to be an immediate dynamic factor supporting and sustaining the growth of the County. The best hope for industrial expansion seems to be in making Butte County attractive to those light manufacturing concerns with less than 100 employees and which do not require high degrees of educational and technical specialization. The industrial park developed to standards that will permit it to function in harmony with other elements should be the form in which industrial development should be established. It should be designed to accommodate that range of industrial activity the County can expect to attract.

With changing techniques in industrial practices and air-age transportation, it is possible for Butte County to attract certain industrial activities that heretofore would

have been undesirable or impossible to obtain. Improved transportation in the Chico and Oroville Municipal Airports have, to some degree, brought local industrial sites within better time-distance relationship than was possible in the past. Trucking has increased in recent years since the improvement in intrastate highways, and now is an important transportation element for the industrial areas of the County,

Development of new types of aircraft for air freight may make present and future airport facilities gateways to markets that are not now available due to transportation costs and distances. These conditions could have a material bearing on industrial management decisions making County industrial sites more attractive and desirable.

Findings

1. The economy is slowly growing despite cyclical economic slumps. It is expected to continue to grow by the year 2000 as measured by employment.
2. The amount of land presently devoted to manufacturing, wholesaling and warehousing totals approximately 1836 acres. The extractive industries presently are using 1920 acres.
3. Manufacturing is concentrated in the Chico area and much of the expected industrial growth will continue to occur there. Although the Oroville area will probably acquire a limited share in the future.
4. Some industrially zoned land is being utilized by other activities, and some industry occurs in other zones and in unzoned areas.
5. There is much more land now zoned for industry than is being used.
6. The quality of industrially zoned land needs to be re-evaluated in terms of its suitability for its intended purpose.

Wood Products

A report on the economic development prospects of the State's commercial forest resources, prepared by the University of California School of Forestry, concludes that as a result of heavy cutting following World War II low-cost timber stands in the area are almost depleted. Whether or not output of the industries can be maintained as in the past will depend on the rate of conversion to plywood, wood residue-based industries and the development of chemical utilization of wood. At the same time there are public questions to be resolved as to whether some of the productive forest areas still do not have higher uses for recreation and parks. This applies not only to publicly-owned lands, but also to some remaining privately-owned stands of unusual aesthetic value.

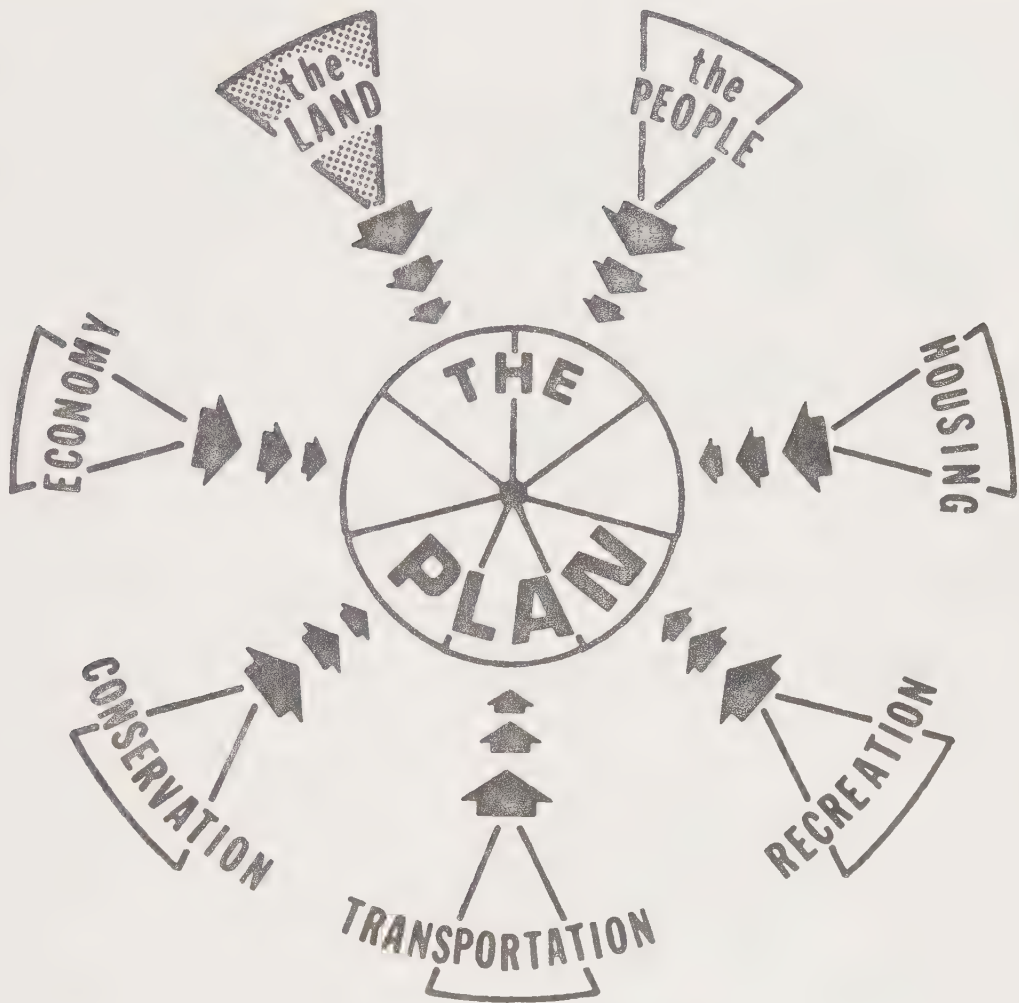
Recreation

Over 800,000 persons visited and/or actively used the recreation facilities of Lake Oroville in 1970. The popularity of Lake Oroville with its present limited facilities indicates the need for additional facilities immediately. The accessibility to the Sacramento Valley residents on a day use basis and the ease of travel for overnight use by the four million residents of the San Francisco Bay Area is indeed a factor of Butte County's economy. Additional development at Lake Oroville will double present use to help meet current and future recreational needs and will supply an additional 855,000 days of recreation annually.

Lake Oroville being located in the foothills of Butte County is climatically mediterranean, with mild winters, warm summers, and therefore not a seasonal recreation facility. The use in terms of recreation days must be considered on a yearly basis with a more concerted use during the summer. While fishing, boating, swimming, camping, water skiing, picnicking, riding and hiking are the main activities of the Lake the esthetic value for sight seeing must also be considered.

The Resources Agency of the State of California, Department of Parks and Recreation has established unit values for evaluating general recreation. These values range from \$0.50 to \$2.50 per recreation day. The rating for Lake Oroville,

for 1973 - 2018 is \$1.91 per recreation day which relates leisure outings to other everyday living costs. Applying the maximum projected day use figure of 1,710,000 annually to \$1.91 per person the resulting totals are (326,610,000) 325 million dollars, and therefore an extremely important portion of Butte County's economy.



Urban Land Uses

Urban Land Uses fall within the general framework of an overall urban pattern that supports economic, social, and industrial activities which make up an urban system. The community or area then becomes urban as this activity system takes on greater complexity, and there is systematic coordination of varying activities and a clear division of labor. There is also a clear basic form of interaction in the activity system.

The amount and location of land shown for urban uses is based on projections to the year 2000 with the amount of land allocated for each urban use in excess of the actual amount projected to be required. This surplus allows for the possibility that population projections may be low and allows for a possible overflow into these areas.

The delineation of the various land use elements designated for urban use is based on the goals of the General Plan. The delineation of the uses and their juxtaposition attempts to achieve a cohesive plan with the uses that are related, grouped into functional relationships.

The location of the various urban uses should strive to avoid random isolated developments that cause uneconomic extension of public utility services and facilities through premature development of vacant land. Urbanization should ideally proceed in an incremental gradual fashion with the expanded perimeters reflecting a growth in population and urban concomitants of that population growth. The financial ability of the community to provide public services and facilities should be emphasized as being an important factor in the development of a community. Generally speaking, land within the urbanized areas of Chico and Oroville are available for all uses, and sufficient land, available for urbanization, should be available in the foreseeable future. It was the intent of the General Plan to encourage development in the areas depicted for urban development, therefore, avoiding the extension of public services into rural areas. The urban pattern delineated in the Plan is organized around the incorporated cities and the community of Paradise.

The land use pattern proposed in the General Plan offers a form of development which can be effective and orderly and which can preserve a desirable living environment for the County. The Plan has attempted to provide a balanced combination of Urban Land Uses and Public Facilities, relating

the amount of land located for shopping and recreational purposes directly to the calculated requirements of the residential areas.

Urban development must be provided with urban services and the primary consideration in the location of urban uses was the creation of a pattern that would utilize existing urban facilities to the fullest extent to achieve a maximum of economy and efficiency.

The Urban Land Uses are residential, commercial and industrial, in addition to public and institutional uses. The residential areas of the land use plan are divided into various classifications on the basis of density: residential density; low, medium-low, and medium. The urbanized core areas of the cities of Chico and Oroville respectively may in the future accommodate higher densities, but those densities should be reflected in the General Plans for the respective cities. The densities in any of the classifications for the urban areas are well beyond the densities anticipated for the non-urban or rural areas. In general, the urban residential land use classifications attempt to establish a balance between the future demands for single family and multiple family development based on foreseeable travel needs and desires.

Commercial activities as an Urban Land Use compliments both industrial and residential land uses. The pattern of the present commercial land use may be described as consisting of a combination of concentrated developments and strips of scattered commercial development throughout the County. In terms of the total County acreage, a relatively small percentage of the total is actually being used in commercial land use. There is a larger amount of commercially zoned acreage than the amount which has actually developed for commercial use. The land use map identifies two basic types of commercial land use; the general commercial areas and retail commercial centers.

The commercial areas would include the commercial core areas of the cities and the strip commercial areas catering to the highway oriented shopper. The retail commercial centers are those retail areas developed on the shopping center or planned commercial unit basis. Central city and shopping center commercial areas primarily serve the daily needs of the County residences. The commercial strips occupy lengthy sections of busy thoroughfares throughout the developed areas and rely on intercepting traffic before it reaches the retail

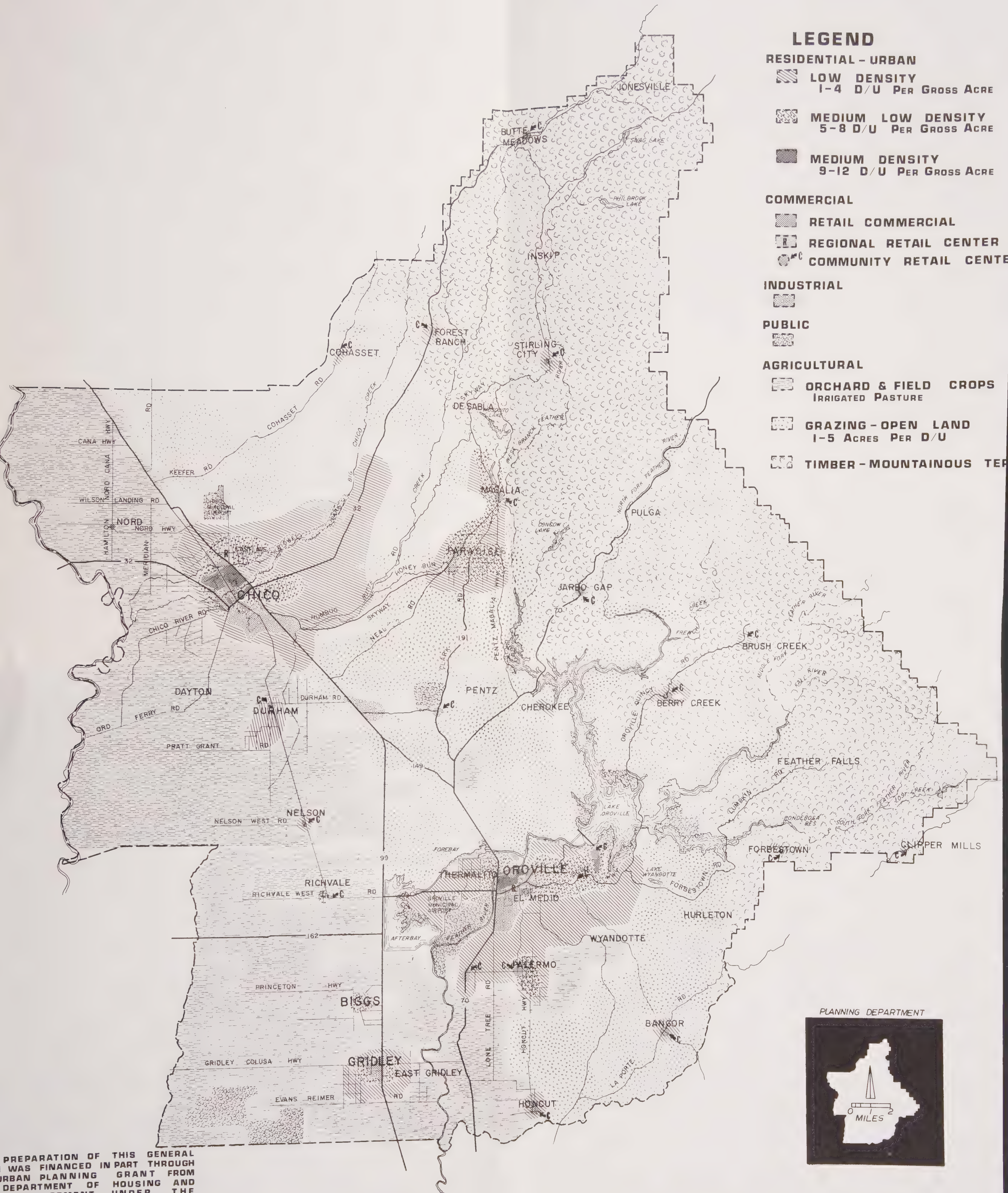
centers. The commercial shopping concentration varies in size depending on the extent of the trade areas. The largest concentration of commercial development is still the Chico central business district in terms of taxable retail sales, but of the outlying shopping centers, ranging from the regional shopping center size to neighborhood community centers, are beginning to siphon a sizable amount of the taxable retail sales from the core areas in the three major incorporated cities.

The pattern of commercial zoning is generally similar to the pattern of commercial land use. However, the 2,275 acres of commercially zoned land in the County appears to be well in excess of current and expected needs. This means there will continue to be persons paying taxes based on commercial zoning, even though there is no real possibility of commercial activity occupying their land in the foreseeable future. Whether commercially zoned land not presently used for that purpose has the right combination of sight and situation qualities to support viable commercial activities should be more thoroughly examined. The objective should be to provide zoning which is reasonably related to the population to be served while still providing ample business opportunities.

The industrial category of land uses includes all manufacturing, warehousing, wholesaling and related activities, and occupies about 0.3 percent of developed land of the County. Extractive industrial uses include sand and gravel operations, stone quarries, and related functions. There is currently an adequate amount of industrially zoned land in comparison to the actual industrial land use. Much more land is zoned for industry than is being used or is expected to be used for this purpose if the projected industrial growth of the County is reasonable. Some of the industrial land is located outside of industrial zones and beyond the reasonable extension of utilities and services to the sites.

Public and institutional Urban Land Use can be categorized as educational institutions, military reservations, governmental administrative centers, hospitals, flood control facilities, sanitation facilities and water supply facilities. Education should include adequate elementary and high school sites as a function of the various school districts. Standards have been established by State Law for location and size of sites. Colleges and universities are of a regional nature and are located in the Public Facilities Element of the Plan. Water and sanitation facilities are located in the

Sewer and Water Plan of the Public Facilities Element, and those sewer and water facilities planned for the urbanized areas are critical areas of total County planning. The long range needs for major sewage transportation and treatment works have been anticipated in the Plan. The Plan is based upon projected population and land uses and will be an invaluable tool in the preparation of even more complete studies at a later date. The County governmental administrative center is shown under the Public Buildings Element of the Plan and, although several branch centers exist, no major additions to government centers are planned in the near future.



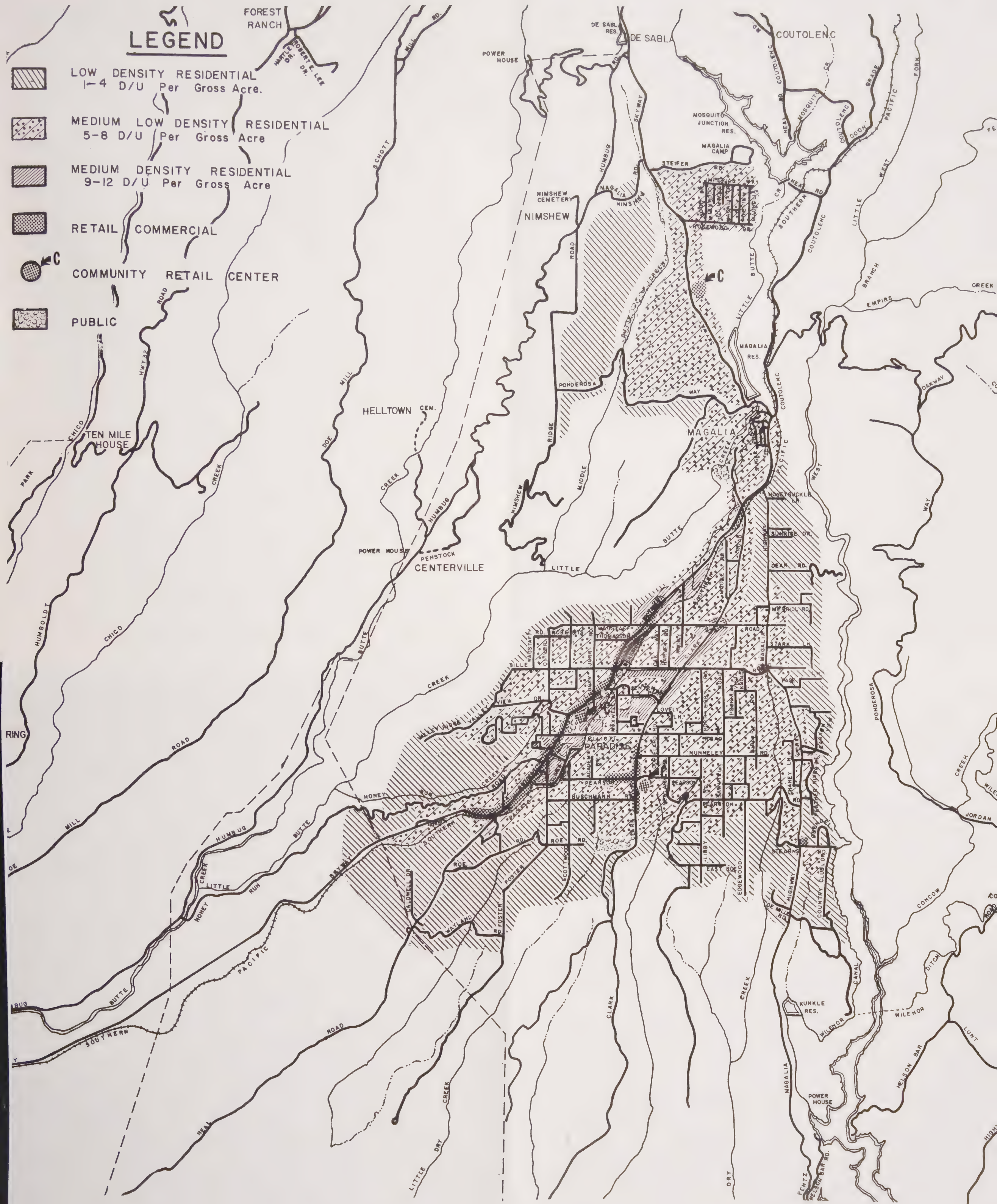
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BUTTE COUNTY COMPREHENSIVE GENERAL PLAN

LAND USE

LEGEND

-  LOW DENSITY RESIDENTIAL
1-4 D/U Per Gross Acre.
-  MEDIUM LOW DENSITY RESIDENTIAL
5-8 D/U Per Gross Acre
-  MEDIUM DENSITY RESIDENTIAL
9-12 D/U Per Gross Acre
-  RETAIL COMMERCIAL
-  COMMUNITY RETAIL CENTER
-  PUBLIC



PARADISE LAND USE ELEMENT

Non-Urban Land Uses

The areas designated for "Non-Urban Land Uses" either are not expected to be needed for urban expansion during the life of the plan, are not suited for urban development, or are needed for conservation purposes. All projected population and economic growth can be accommodated in the areas designated for urban uses. The Non-Urban areas perform many vital functions for the region as a whole and for neighboring urban areas. Open space and recreation lands provide a welcome respite from the cityscape and pressures of urban living.

Agriculture is one of the leading economic pursuits carried on in the County. The vast tracts of watershed lands, by absorbing and holding great quantities of rainfall, not only contribute to the local ground water supply, but also help to prevent serious downstream flooding and silting. The uses described below complement the urban uses by creating a balanced land use plan with all necessary regional functions. Beyond 2000, some of the Non-Urban areas showing on the plan constitute a valuable reserve for future urban development or for other uses which may become evident with the passage of time. Areas which are shown as rural on the plan can logically be urbanized without being in conflict provided they are contiguous to existing, or then existing, urban areas.

Rural Residential Element

The Rural Residential areas shown on the General Plan indicate those portions of the County that:

- are suited by topography, location and soil for urban type of development, but
- are not needed for urban development before 2000, and
- if developed before 2000 would contribute to urban sprawl, and
- presently have no major installations of urban type facilities such as curbs, gutters, sidewalks, water and sewer lines, but
- are not suitable for permanent agricultural uses

- are not needed for permanent open space, conservation of natural resources or regional park sites, and
- are usually outside the boundaries of city limits, but they
- may be needed for future growth of residential, commercial, and
- should be preserved to assure room for this growth in the future.

The Rural Residential areas constitute a "land bank" for this County. They represent good long term investments for providing growth areas for future generations. As with all elements of this plan, the areas shown as rural residential are subject to change as new evidence becomes available. This new evidence may be a result of research contemplated in the comprehensive planning program, or as a result of competent private market analysis prepared by individual property owners, now or in the future.

Agricultural Lands

Lands capable of, and actively engaged in food and fiber production are shown on the Plan as agricultural lands. Urban encroachment into these agricultural lands is irreversible and destroys the lands ability in agricultural pursuits or multi-use open space and should, therefore, not be available for urban use.

The National Forests

This element includes the major land holdings of the U.S. Forest Service in the region. They are managed under the principles of multiple use and sustained yield of renewable resources. Major uses include watershed, grazing, recreation, wildlife habitat, and forest conservation.

These are examples of the means being employed to reach the desired goal for the National Forest--(using without destroying the resources). The Plan indicates in general the extent of the National Forest and those private lands which would lead toward efficient management units, and indicates the areas in which mutual cooperation in land management practices between private and National Forest lands should occur. Within the area under the management of the Forest Service, it is intended that the appropriate management zones be adopted and made a part of the Plan by reference, as they are specified by the U.S. Forest Service. These areas are neither available or suitable for urban use.

Flood Plains

Areas designated as flood plains are susceptible to periodic flooding. Unless there is absolute and unquestionable need for expensive and often unattractive flood control facilities, it is desirable to retain these areas in open, low intensity uses that would not sustain major damage in time of flood, nor impede the flow of water. The flood plains occupy the major river valleys in the County and were drawn on the Plan to include all of those areas which would be inundated by a fifty year flood. These areas can be used for agriculture and open space.

Open Land

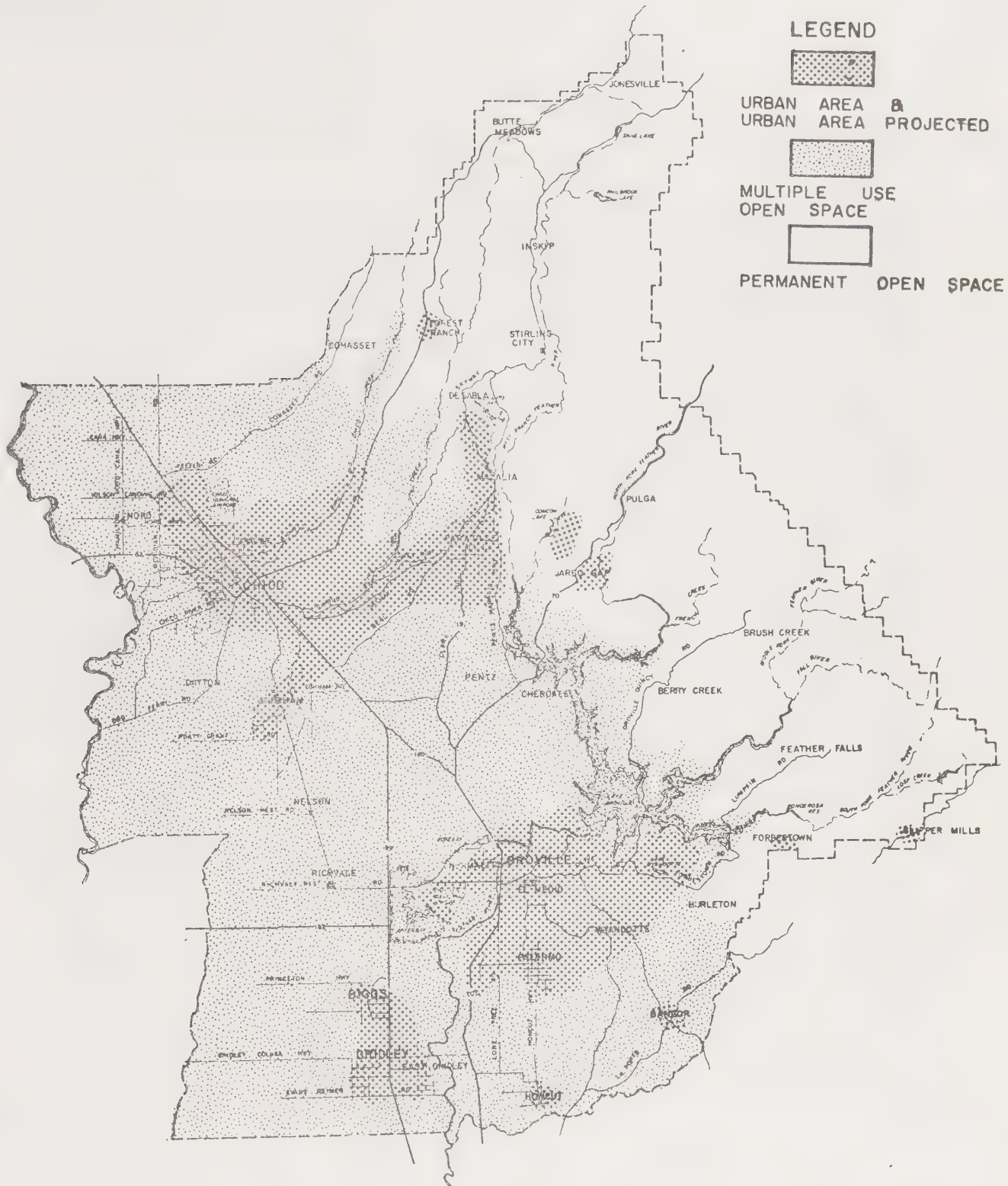
The allocation of land for open space is an effort to satisfy related Plan goals by providing for a distribution of open space that is adequate to meet the varied needs of future residents and visitors in terms of location, accessibility, space, functional design and operation. The Plan Map indicates two categories of open space in non-urban areas; Multiple Use Open Space and Permanent Open Space.

Multiple Use Open Spaces are areas shown as non-urban areas in which the slope of the land is generally less than 25%, but which are not covered with valuable stands of timber. There is not expected to be any substantial demand for urbanization of this land due to its location. Uses for which it may be suitable include, but are not limited to:

Watershed
Erosion control
Wildlife habitat
Grazing
Tree crops
Field crops
Scenic easements

Mineral Extraction
Golf courses
Private outdoor recreation
Riding stables
Plant nurseries
Flood control
Green belts

Permanent Open Spaces are areas with slopes over 25% and timber lands. These lands can be used for limited grazing and wildlife habitat, have poor urban development potential, and are reserved for open space in the interest of public safety and conservation.



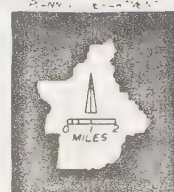
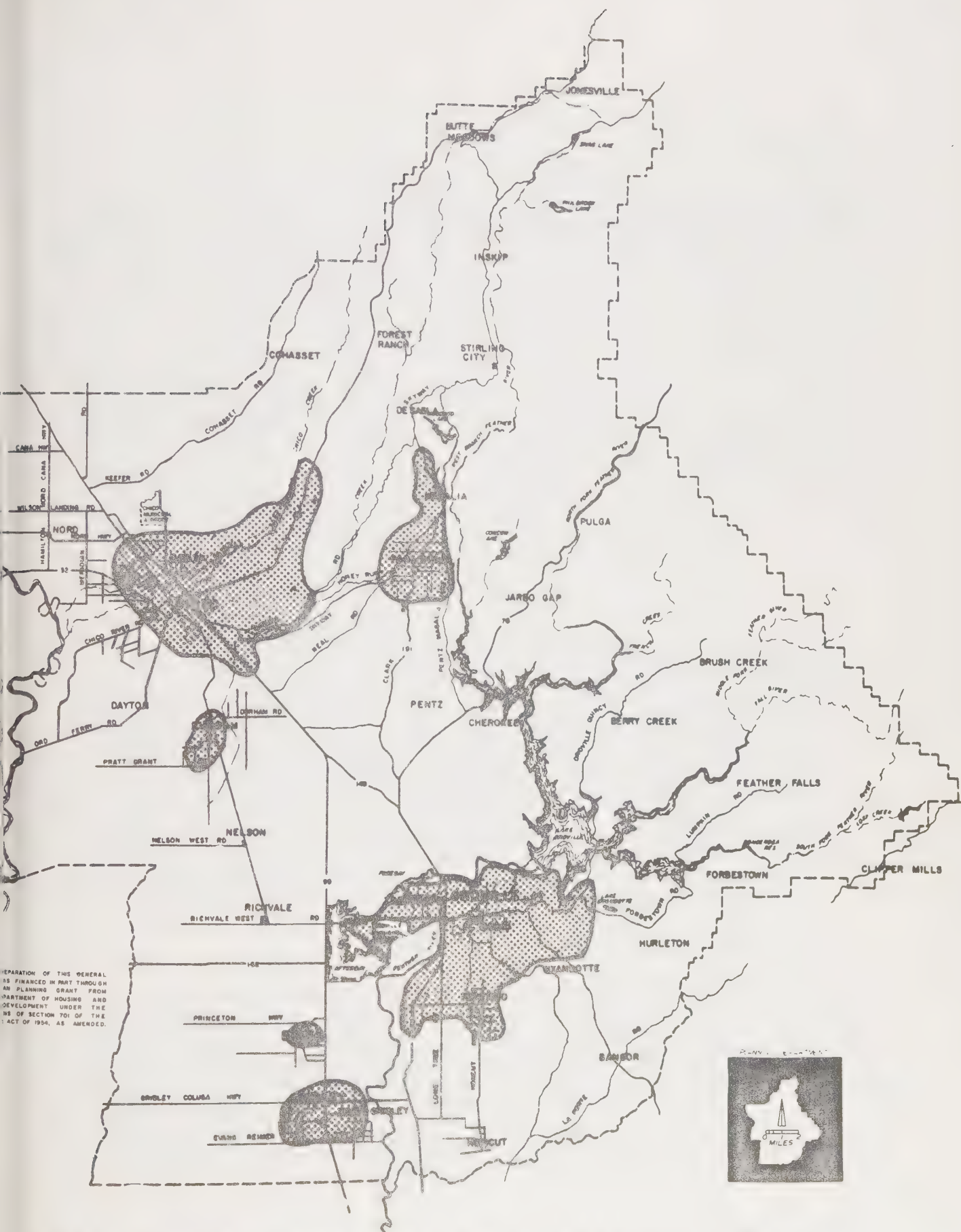
OPEN LAND PLAN MAP

Urban Sprawl

Urban sprawl has been increasingly used in recent years to describe patterns of growth which are apparent in the suburban areas of most of our incorporated cities. Suburban bedroom communities, largely comprised of single-family homes, are sprouting outwards in all directions from the urbanized centers. In some areas, these have developed into long distances of monotonous houses with neither the complete range of necessary and desirable urban services nor the broad expanses of open space which help to provide beauty, form and identity within the urban area. In other areas, a spotty type of development has occurred. Large areas of developable land have been skipped over or else spoiled for future development by haphazard or premature platting procedures.

Some areas suitable for an urban range of residential density have been developed at extremely low densities for no other reason than temporary lack of suitable water or sewage disposal systems. When this is done without a plan for the future, an attempt to increase densities at a later date may prove costly or even infeasible. Areas that should have been reserved for permanent open space are depleted or lost for such use. The existence of some or all of these conditions results in an increasingly inefficient, uneconomical, and, in many cases, unsightly usage of our land resources.

In Butte County, we are fortunate in having varied topography, wooded areas and large bodies of water, which, in themselves, relieve monotony and encourage developers to take advantage of the planning processes and practices instituted by the County and the four incorporated cities of the County. However, as the population of the County increases, the pressures for urban sprawl increase. In order to help prevent the formation of sprawl conditions, a desirable form of development for the County must be stated and implemented by means of specific policies designated for the purpose.



Butte County Comprehensive URBAN AREAS

General Plan

Agricultural Land

Agricultural land includes the areas being put to intensive culture for ground and/or tree crops. In addition it includes the areas of the County that are being intensely used for cattle and other animal grazing. Agriculture is the predominant land use in the County in terms of the amount of land utilized (excluding the National Forest, part of which is used for grazing).

The Agricultural lands of Butte County are situated for the most part on the Sacramento Valley floor and in the low foothills of the Sierra Nevada. The lands may be subdivided into a number of general classifications, based upon soil texture and geographical location. These generalized groupings and their locations are as follows:

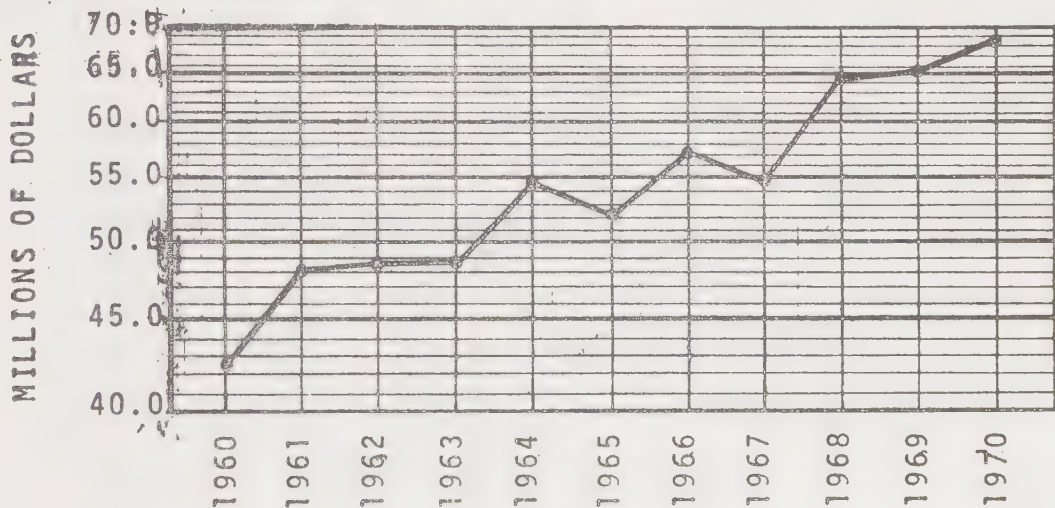
1. The recent alluvial deposits which are suitable for the production of all climatically adaptable crops are located on the flood plains adjacent to the Sacramento and Feather Rivers and on the alluvial cones of Butte and Chico Creeks. It is on these soils that most of the deciduous orchards in Butte County have been planted and on which intensive row crops are produced.
2. Between the Sacramento and Feather Rivers and along the western margins of the alluvial cones of Butte and Chico Creeks is an area known as Butte Basin which is characterized by fine-grained, heavy-textured alluvial deposits. In some areas the surface soils of this type are underlain by compact subsoils. Generally, production on these soils is limited to the shallower rooted crops of the field type, but recently there has been some trend toward the planting of intensive row crops. Nearly all rice grown in Butte County is produced on these soils.
3. Along the base of the Sierra Nevada from the south boundary of the County at Honcut Creek northward to a few miles north of Oroville, there are older alluvial terrace deposits which have limited crop adaptability because of soil texture and difficulties with drainage. Irrigated pasture has been successfully developed on these soils and, under certain conditions of topography, drainage and climate, it is possible to develop subtropical orchards such

as citrus and olives.

4. In the foothills of the Sierra Nevada, south of Oroville to Honcut Creek and on the ridges between the West Branch of the Feather River, Butte Creek, Chico Creek and minor streams to the north, there are deep permeable soils on which a variety of climatically adaptable crops can be raised. The greatest problem with the development of agriculture on these lands is the cost of bringing irrigation water to them and the difficulty in irrigating on the relatively steep and rolling topography.

Presently, Agriculture, which has been the keystone of the County's economy for many years, had a gross production value of \$68,792,390 during the calendar year of 1970. Using the recognized multiplier effect of 2.8 for relative value realized by associated businesses serving Agriculture in the County, this would indicate that the Agricultural Industry contributes over \$146,000,000 to the economy of the County.

Graph of Crop Values 1960-1970



Butte County is a leader in the production of almonds in the United States with a total of 17,000 bearing acres. In the State of California, Butte County ranks fourth in nut tree average with a total of 23,595 bearing acres of almonds, filberts, pecans, pistachios and walnuts.

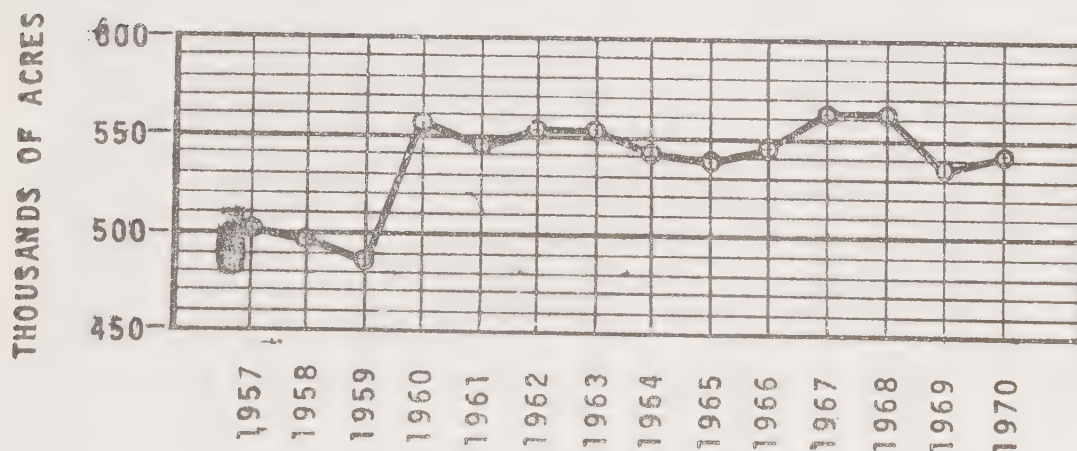
Butte County has a total of 11,958 acres of bearing deciduous

fruit trees, consisting of apples, apricots, cherries, nectarines, peaches, pears, plums and prunes, rating in eleventh place in the State. The County has 4,603 acres in olives and ranks third in the State. It rates seventh in peaches and prunes and tenth in walnut acreage.

In field crops, the County is one of the top three in rice acreage, and first in the production of purple vetch seeds.

A review of the Butte County Crop Report will show a variety of Agricultural products which reflects the differences in soil, temperature, elevation and climate. An indicator of the versatility of the County's Agricultural land is borne out by the existence of the U.S. Plant Introduction Station located near Chico.

There is an ominous sign appearing on an otherwise bright Agricultural horizon. The encroachment of urbanization into the Agricultural areas. Agriculture will in the foreseeable future continue to be the largest single industry of the County despite a slight decline in plant crop acreages since 1967, but the maintainance of this position will depend upon the rate of urban encroachment into the farmlands.



The General Plan suggests that every effort be made to preserve those areas where conditions are conducive to sound Agricultural development. As the population of Northern California and the demands for Agricultural products increases, land used more intensively will continue to yield a higher dollar value even though potentially acreage devoted to Agriculture might be

materially reduced. The availability and cost of water could have serious effects on Agriculture, particularly on that portion of land which requires large quantities of water for irrigation.

Areas of prime Agriculture land should be precisely zoned for Agriculture or included in the California Land Conservation Act to protect Agriculturists from the intrusion and development of subdivisions which would be detrimental to Agricultural technology, as well as increased assessment of land because of unwise development of small parcels located too far from urban centers. By careful analysis, it is possible to predetermine whether a proposed development will be an asset or a liability to the Agricultural land. Growth should be the orderly expansion outward from urbanized centers, thus avoiding tax burdens that are usually the consequence of unrelated and scattered development in Agricultural areas. Great care should be given to the manner in which the Agricultural land resource is utilized. The decision making bodies of this County; both public and private should propose that:

- All reasonable efforts should be made to protect Agriculture, not only for its economic advantages to the County, but, as an important and desirable use of the land which establishes many of the values for urban areas.
- Agricultural land should be preserved against piecemeal urbanization which would tend to adversely effect the economic potentials of this important segment of the County's base.
- In providing for urban growth and expansion, the fertile areas should be preserved, wherever possible, to encourage prior use of land that has less Agricultural potential.
- Citizens in all parts of the County should indicate their support for the continuation of Agriculture as a most important element of the General Plan. The General Plan indicates the distribution of Agricultural uses on a County-wide basis, it also gives guidance for future urban expansion with the purpose of preserving the most fertile soils for Agricultural production

Residential

Factors influencing location of land for residence include the topography, the location of public lands, existing settlements, the relation of the area to employment and recreation, and the present or future ease of providing public utilities, community facilities, and other public services. In addition to permanent residents, many people buy lots and build houses or cabins initially for weekend or seasonal occupancy, with the intention of occupying them on a full-time basis later. This process may contribute to the growth and economy of the area, or it may have a degenerative effect on an area if the proper controls are not implemented. It demonstrates the importance of high construction and improvement standards for both part-time and full-time residences. Assessment of established subdivisions at market value will discourage premature subdivision of undeveloped or unsubdivided lands. The density and family size standards used in the General Plan Land Use Element are shown below. The range of densities allows subdivision design flexibility to meet certain site conditions.

TABLE XI STANDARDS FOR ALLOCATION OF POPULATION

<u>Type of Residential Use</u>	<u>Density Range</u>	<u>Persons Per Dwelling Unit</u>
Low Density	1 to 4 Dwelling Units Per Gross Acre	2.8
Medium Low Density	5 to 8 Dwelling Units Per Gross Acre	2.8
Medium Density	9 to 12 Dwelling Units Per Gross Acre	2.8

Residential Areas

Residential Areas designated on the Plan contain 85,000 acres, 60,000 acres in low density residential use and 23,000 acres in medium low residential use, and 2,000 acres in medium

densities. Designated areas could contain about 1,226,000 using the maximum density for each of the types of residential uses, permanent and seasonal residents if the residential areas are fully developed at the recommended densities for permanent and seasonal residential purposes. Therefore, full urban development of only those residential areas now partially developed in the County would accomodate those persons expected to be residing in the Butte County by the year 2000. The population holding capacity reserve of about 1,000,000 persons is allowed in the event that population growth is greater than expected or if growth is not distributed as expected. The population holding capacity of the areas designated for residential use should be more than adequate beyond the year 2000.

The following table shows general needs for residential land from 1970 to 2000:

TABLE XII -- POPULATION GROWTH AND GENERAL RESIDENTIAL LAND NEEDS

1970-2000

<u>Year</u>	<u>Population</u>	<u>Estimated Population Per Gross Acre</u>	<u>Total Residential Acres (Gross)</u>
1970	101,969	5.0	20,394
1975	117,000	"	23,400
1980	132,000	"	26,400
1985	148,000	"	29,600
1990	164,000	"	32,800
1995	175,000	"	35,000
2000	185,000	"	37,000

Residential densities measure the relationship between dwelling units and land area. Gross residential densities used here include land used for streets, highways, and neighborhood facilities such as schools, as well as dwelling units. About 30 per cent of the land shown for residence is shown in medium

low and medium density residential use. The remainder is designated for low density residence.

About 34 per cent of the Planning Area is mountainous terrain unsuitable for urban development. Of the remainder, about 4.42 per cent is in the complete State Water Project, Lake Oroville, Thermalito Diversion, Canal, Forebay and Afterbay, and about 24 per cent in intensive agriculture use. Future urban expansion is confined to about 9.7 per cent of the Planning Area.

Land Subdivision

Communities grow through the subdivision of land and are generally incorporated into cities. The quality of the building sites created will determine the quality and character of the community itself. Many urban areas created by improper and uncontrolled land divisions have experienced community problems which could have been at least partially avoided if adequate subdivision regulations had been applied. Unusable land and blighted neighborhoods can plague government, as well as occupants and will eventually require expensive remedial action to correct problems that would not have occurred had poor subdivision practices not been allowed.

Increased subdivision activity in recent years has shown a need for higher and more urban-type standards and procedures. However, differences still exist in the State and local ordinances governing the division of land; and lands are still being improperly divided within the County.

The Planning Department is still searching for a simple and acceptable means of providing that lands be divided only in accord with well-considered planning. The subdivision ordinance has been reviewed, updated and codified, with particular attention to those sections which relate to subdivision and zoning activities to make sure that the two regulations are consistent.

In any community proper utilities, street improvements and design are essential elements before stable and attractive residential areas can be secured. In order that these areas can be an asset to the community, a safe place to live, a guarantee to the property owner of a stable environment, the County should work towards the development of the following standards of improvements related to allowed residential density.

Areas which are developed to urban residential density should include the following minimum improvements:

- a. Paved streets, curbs, gutters and sidewalks;
- b. Street lighting;
- c. Underground drainage lines, except where surface storm drainage facilities are deemed to be adequate;

- d. Publicly approved water supply;
- e. Sanitary sewers or approved alternatives on a temporary basis only;
- f. Underground utilities.

Residential development should contribute to an attractive, safe and orderly urban landscape. Both public and private development should be encouraged in every manner possible to attain this goal.

The subdivision regulation is an official control pertaining to the subdivision of land and establishing standards for lot arrangement, street width and design, provision for public utilities, correlation with existing or possible future subdivisions, and correlation with other elements of the General Plan where pertinent.

Butte County exercises control over platting and the subdivision and dedication of land under the authority of the State statutes. The County has established certain standards and requirements for subdivisions and accompanying procedures for the filing and processing of such subdivisions by the various State and County agencies. The subdivision regulations shall be applied in accordance with the following policies:

- . All subdivision should be correlated with any plans of contiguous cities and unincorporated areas within the County;
- . All proposed subdivisions should be correlated with the General Plan;
- . All proposed subdivisions should take into consideration the physical characteristics of the area and lot sizes determined by the suitability of the land to accommodate the intensity of development proposed;
- . All proposed non-residential uses within proposed subdivisions shall conform to development policies of the General Plan.

Subdivision Design

- The location of houses on cul -de-sac should result in a well-arranged group of dwellings with an appearance of spaciousness. Special care is required to avoid an unpleasant angular relationship of individual houses to those on either side. Congested appearance is avoided if not more than five houses front on the turnaround.
- Variations in grouping of houses to further avoid monotony can be obtained by varying the widths of side yards. Where all houses on the street are located in the center of each lot, there is a monotonous regularity in spacing even though the exteriors are varied in design. Variations in the widths of side yards should be so arranged that an appearance of openness results through the increased space between groups of dwellings. Setback and side-yard variations should be considered in relation to the design of individual houses.
- When streets are straight and all houses are set back equidistant from the street line, a monotonous street appearance usually results. This can be avoided by varying the setback of the houses from the street. The setback should apply to groups of houses and the variation from the required building line should seldom exceed ten feet--less than ten feet usually being desirable. Variation in the location of houses to preserve existing trees or other natural features of the site also will avoid monotony in street appearance.
- When streets are decidedly curved, monotony resulting from locating houses equidistant from the street line is generally overcome due to the changing vista of houses built to a curving setback line. However, slight variations in setback of house groups may also be desirable.

Residential Block Layout

Depending on topography or other natural features affecting street design, residential neighborhoods should be designed with blocks long enough to avoid excessive cross streets which are costly to construct, to maintain and create more potential traffic hazards. Generally, blocks should not exceed 1,000 feet in length because abnormally-long blocks might prohibit traffic circulation, particularly for emergency vehicles. Pedestrian crosswalks should be required only where necessary, such as through blocks over 900 feet in length, or where access to a school, park or shopping area is essential.

The width of blocks should be sufficient to allow two tiers of lots, except where it is necessary to back up lots to an arterial or because of some topographic feature. Irregular-shaped blocks indented by cul-de-sacs and containing interior spaces should be properly fitted to the overall layout with adequate provision for maintenance. The necessity of providing an alley between rear lot lines disappears with adequate lot widths; moreover, the alley is costly to provide and maintain.

Existing features which add value to residential development, such as trees, water courses and falls, historical spots, or similar aesthetic assets, should be preserved and unincorporated, insofar as possible, within the design of the subdivision.

Street Pattern

Within the residential neighborhood the street pattern should conveniently serve the area, while discouraging through traffic. There should be a variety of street types, such as curvilinear streets, loop streets and cul-de-sacs, related to the topography and designed for safety and convenient access. In general, the design of residential subdivisions should be subject to the following policies:

- . The street system should be related to the topography of the site in order to avoid overly-steep and inaccessible street grades. Where possible, street grades should not be more than 6% and be not less than 0.25% for drainage purposes.
- . The street system should be laid out with a minimum number of connections with major arterials. In general, intersections on the major arterials should not be closer than 1,000 feet.
- . Whenever existing streets provide reasonable and adequate access to a major arterial, the new streets in a subdivision should not open directly onto a major arterial.
- . Subdivisions should be laid out so that the individual lots or parcels do not require direct vehicular access to the major or secondary arterial.

Mobile Home Parks

Mobile Home Parks, in terms of density, are predominantly a multi-family residential use and should be treated and located as such. However, mobile homes are a rather unique form of residential use. The home is designed to be moved; as the size of the mobile home increases, so must the equipment used to move them. Although especially in terms of space allotted to each trailer, the trailer park spreads out horizontally over the land and, thus, usually breaks the area into many small open spaces. Since such parks create certain specialized problems, recognition should be given the following:

- . Because of the heavy equipment required to move the larger mobile homes, because they are subject to and capable of being moved, and because they should not be moved through adjacent residential neighborhoods, locations for such mobile home parks should be functionally convenient to a major arterial highway.
- . Adequate protection should be afforded to residents of Mobile Home Parks from adverse influence of adjoining streets and non-residential uses through proper landscaping, screening, and setbacks from such streets or uses.
- . Although some Mobile Home Parks may be occupied by families without children, not all necessarily are. Therefore, such parks should be located so that they may be served adequately by such normal residential services as schools, playgrounds and business areas.
- . In order that Mobile Home Parks may blend with the urban landscape, particular care and attention should be given to proper site location and design. Attractive natural features should be utilized to full advantage.

Central Business Districts

Traditionally, the central business district has been the heart of the city, the concentrated center of employment and retaining, the focus of major systems of intra-city and inter-city transportation systems. The core area has always been viewed as a strong indicator of economic status and stability of the community, representing the highest assessed valuations, retail sales, and employment of the entire city.

The principle advantages of a central business district area were originally derived from the historical pattern of the city's spacial development. The "downtown" area was the nucleus function. The city grew in retail lines of travel outward from the center as transportation forms evolved and expanded, the result was an even greater flow of people to the center. Economic and government institutions were also led to seek the area of maximum accessibility, and the cumulative affect was to create and establish an area of tremendous powers of attraction. The "downtown" areas have traditionally offered the shopper many advantages in terms of larger selection of goods, more competitive pricing, and the opportunity to combine shopping with business trips, theatre, luncheon, and other events. At the present time, however, shoppers place a premium on convenience rather than the highest possible choice of merchandise, and this new attitude must be considered relative to the growth of the shopping center concept. The central business districts of the incorporated cities in Butte County serve as major commercial centers with the various functions previously described for central business district facilities.

Central business districts should be directly accessible from, but not cut through by major highways. They should be planned and assembled and compactly grouped in relation to transportation, off-street parking and loading facilities.

The size of the central business district should occupy a land area based on the need of anticipated future population in accordance with findings based on spending habits, purchasing power and ratio of sales to commercial areas.

Strong vigorous central commercial areas are suggested for all the central business cores. While these are the most desirable locations for the grouping of commercial uses, property owners must join forces and direct their energies

toward unifying the districts into an integrated shopping, governmental and cultural complex. The threat that exists, and which will become more real as the population increases, is new centers being formed on some of the large acreages of land nearby.

The commercial land use indicated in the General Plan is based on the purchasing power and projected population that will be available by the year 2000 and the commercial area that will be required to serve that population. The Plan recommends general locations for commercial core areas, regional centers and residentially oriented neighborhood-convenience centers.

There are currently approximately 1250 gross acres of land utilized for all general commercial purposes. There are approximately 2275 acres of commercial zoning. The Plan shows commercial areas organized into regional and community shopping centers, urban core commercial, and strip commercial, but the general nature of the Plan precludes the showing of neighborhood centers. The planned acreage is 3100 gross acres which should meet the needs to the year 2000.

Highway Commercial

Commercial occurs along the edges of the major traffic arteries that bring people into the various urban centers in an effort to intercept and capture a share of the purchasing power that would potentially be spent in the central business district. An excessive quantity of land zoned for commercial uses along the major traffic arteries when combined with urban core commercial areas and shopping centers can dilute the available purchasing power available to support them. In some areas, experience has shown that economic anemia has set in.

Urban Center Development Concept

City centers should become focal points for employment, commerce and cultural activities. Some may be able to provide more specialized services or functions, than other functions, peculiarly adaptable to their own area or which may have space requirements that only a large center can fulfill. However, all centers have one thing in common in that they provide specialized functions.

In order to relieve traffic congestion within the urban centers, to reduce travel time, to provide a more adequate tax base for various portions of the urban areas, as well as to utilize land which may be more suitable for industrial purposes than other uses, sub-centers of industrial activity should be encouraged in each major portion of the urban areas. For the most part, such centers would take the form of manufacturing, industrial parks, wholesaling and distributing centers, or service-type functions. Some might be service commercial, but any commercial development should be ancillary to the industrial center and should meet the location requirements for such industry. Centers of industrial activities would be scaled to future industrial land requirements of the County.

Supplementary to urban centers, which would contain a variety of urban services as enumerated above, would be specialized centers each providing a particular kind of service and each more or less centrally located within its own population service area. Such centers would include community and neighborhood business centers and the like. Each could be located according to the detailed criteria enumerated in the development policies continued in the following sections and would be scaled in size to its own service area population. In order that persons residing in the County may have a choice of living area, a variety of residential areas would be encouraged within each major segment of the urban area.

In general, high-density housing types would be encouraged to develop relatively close to urban centers and other community focal points in order that traffic volume generated by these densities would be adjacent to their service facilities. Overall population of the suburban communities would be greater than at present. This would be achieved, not necessarily by making lot sizes smaller, but by encouraging townhouse and apartment development, as well as single-family homes, and by encouraging the filling in of

vacant areas suitable for residential use. Lower residential densities would be encouraged to develop on those lands less suitable for high-density residential use, where the existing pattern of development warrants permanent protection, and in areas located at a greater distance from the focal points of community activity, from transportation routes, and from primary employment centers.

In order to relieve the monotony of continuous urban development and to provide necessary recreational areas, a system of open spaces could be developed which would have residentially-related park and recreational service throughout the urban areas. When possible, large segments of the urban areas would be separated by elements of open space systems, such as the river valleys and steep slope areas.

In the non-urban areas, which consist of a large segment of the western part of Butte County and a large eastern area which is part of the Sierra Nevada Range, the existing towns would be recognized and fostered through encouragement of urban-type residential growth concentric to existing development rather than separate from it. In order to discourage urban sprawl, the remainder of the non-urban area would be retained in its present form of agricultural, suburban farm areas, forest, mining, or recreational use with measures taken for the expansion and conservation of public recreational areas. Areas would be connected with each other and with the major focal points of the urban areas by suitably scaled roads or highways.

The urban center concept is intended to provide a living environment that can be achieved within our systems of local government. To this end, the locational criteria for all the land uses have been inter-related into an arrangement of land uses which should achieve the stated goals.

Each type of land use may be classified in a rank of function. For instance, the road system ranges from local access roads to freeways, commercial areas from neighborhood-convenience shopping centers to the city central business districts, public schools from elementary schools to junior colleges, and residences from a single-family dwellings on a large tract to a multi-story apartment buildings.

A similar rank could be illustrated for other uses, and all land uses and circulation elements could be inter-related with one another. A composite for a portion of the urban area would illustrate a typical urban center with related specialized functions.

Shopping Centers

These centers, tailored to meet the shopping needs of their respective trade areas, often provide an attractive, unified grouping of stores and services surrounded by convenient free parking.

The growth of Shopping Centers began in the early 50's and since that time has been spectacular. Unfortunately in many instances, communities have found themselves with too many centers, overlapping trade areas, and insufficient purchasing power to support their present inventory of retail space. It has become essential that the local governing authorities assume responsibility for reviewing the proposed location and frequency of new Shopping Centers in order to:

- insure their logical locations in keeping with sound economic principles,
- stabilize existing commercial districts by discouraging excessive speculative commercial development from locating unreasonably close to those districts,
- insure that adequate access to the trade area exists and that the location proposed by such facilities will not adversely effect the use of surrounding property or create incompatible relationships.

The General Plan broadly identifies locations for future community and regional centers as well as existing locations. Future Shopping Centers should be related to the ultimate population projected for each trading area and the amount of purchasing power likely to be generated by this population.

Design Guides for Shopping Districts

Butte County contains a number of mature business areas and the start of many more developed through the actions of numerous individual owners. This type of business area normally develops on a lot-by-lot basis rather than on one site planned as a unit. Because of the lack of unified action, such a business area may be subject to problems which later require remedial action if it is to survive amidst the competition from planned shopping centers offering orderly and attractive grouping of stores with an ample supply of free and convenient off-street parking.

Development of a shopping district in a manner that will achieve benefits similar to those of a planned shopping center cannot be guaranteed by regulation alone. The cooperation of all owner-developers involved is required in order to create a business area which embodies the principles inherent in planned centers. It is the lack of these principles and appropriate follow-through action that is causing rapid deterioration of many older business areas. Desirably, the result to be achieved in all business areas is a compact, attractive shopping area which is easily accessible, has adequate customer parking, and encourages safe pedestrian movement.

COMMERCIAL FACILITIES - Shopping Centers

Community Center*

- | | |
|--|---|
| 1. Major function | Some functions of the Neighborhood Center plus sale of shopping goods (wearing apparel, appliances, etc.) |
| 2. Leading tenants | Variety store and small dept. store |
| 3. Location | Intersections of major roads and/or expressways |
| 4. Radius of service area | 2 miles |
| 5. Min. population to support center | 35,000 |
| 6. Site area (gross land area) | 10-30 acres |
| 7. Desirable maximum size of center as percentage of total area served | (0.75 acres/1,000 pop.) |
| 8. Ranges of Gross Floor Area | 100,000-250,000 sq. ft. |
| 9. Number of stores and shops | 15-40 |

Regional Center*

- | | |
|-------------------|---|
| 1. Major function | Some functions of Community Center plus sale of general merchandise, apparel, furniture, etc. |
|-------------------|---|

- | | |
|--|--|
| 2. Leading tenants | One or more large, major dept. stores |
| 3. Location | Intersections of expressways and/or freeways |
| 4. Radius of service area | 4 miles |
| 5. Min. population to support center | 150,000 |
| 6. Site area (gross land area) | 40-100 acres and over |
| 7. Desirable maximum size of center as percentage of total area served | 0.50%
(0.67 acres/1,000 pop.) |
| 8. Ranges of Gross Floor Area | 400,000-1,000,000 sq. ft. |
| 9. Number of stores and shops | 40-80 |

Parking ratio: 4 to 1
(Parking area is four times gross floor area of building;
400 sq. ft. per parking space)

200-600 spaces

1,000-3,000 spaces

- * "A group of commercial establishments, planned, developed, owned, and managed as a unit, with off-street parking provided on the property (in direct ratio to the building area), and related in size (gross floor area) and type of shops to the trade area that the unit serves generally in an outlying or suburban territory." Definition of the Community Builders Council, ULI.

Off-Street Parking

No concentration of commercial facilities can survive today without ample conveniently-located off-street parking areas. Any plans for off-street parking must necessarily relate to established commercial areas, which require such facilities.

In some central business-core areas, the ground floor space may become so expensive that multi-level parking facilities would become a substitute for parking lots. Great care in the location of such a facility must be exercised so that they will be closely related to the business they serve and the vehicular traffic pattern. Trees and landscaping materials should be used to soften the effect of the large areas of asphalt and to provide shade for the people and the automobiles using such facilities.

Parking lots located adjacent to or across the street from residential areas should be required to use decorative masonry walls and landscaping to obscure from view the asphalt areas and to help eliminate the objectionable glare of beaming headlights. Where night lighting is provided in parking lots, the lights should be defused so that glare and brightness will not be disturbing to residents. It is also necessary that ingress and egress to and from the parking facilities be carefully located so as not to cause a disturbing effect on the traffic pattern of residential streets, which usually are not designed to accommodate such a large concentration of vehicles.

The Land-Use Plan contemplates a reasonable degree of concentration of commercial services for which provisions for designed parking facilities should be incorporated.

It is the recommendation of this Plan that the principles advanced in these studies be utilized to the maximum degree as a means of stabilizing the business development in the areas to be set aside and protected for commercial uses. A corollary of this recommendation is, when the areas are identified and formally established for commercial uses, that the policies of providing common group facilities be completely substituted for provisions of the zoning ordinance requiring individual parking facilities for separate enterprises when found to be economically feasible.

Industrial Development Policies

Industrial activities may involve the processing, handling and creating of products, and research and technological processes. Heavier industries may include manufacturing, assembling, fabrication and processing, bulk handling of products, storage, warehousing, and heavy trucking. All should be inter-related in terms of intensity of use. They should be operated to minimize external effects of traffic congestion, noise, glare, air and water pollution, fire and safety hazards.

Enough land, whether for an individual establishment or for a planned industrial park, should be provided with adequate space for employees and visitors, loading and docking facilities, separation of buildings, and other requirements. Because of their considerable investment in specifically designed facilities, most industries want to be assured of having sufficient land for future growth and purchase or reserve areas larger than necessary for immediate needs.

Space for industries should be reasonably scaled to the demonstrated demand and need. In Butte County in 1970, land in industrial use averaged approximately 18 acres per 1,000 population. Land zoned for industrial use averaged approximately 35 acres per 1,000 population.

Industries play a major role in the economy of a County and should be properly located to best fulfill that role. Industrial areas should be functionally related to the transportation system that handles the raw materials, finished products, and commuting workers. Industries should be grouped and located so that they may be adequately served by major utilities.

Industrial areas should be encouraged to develop on large level sites. Prime level agricultural land should be subject to special analysis to determine proper time of use change in order to avoid premature curtailment of agricultural production and loss of permanent open space.

In order that residential areas may be free from industrial traffic, industrial areas should be located with access provided only to major transportation routes which include major arterial truck routes, expressways, freeways, major railroad lines, and navigable bodies of water.

Industrial areas should be located where they can be adequately served by necessary major utility lines, such as electric power stations and transmission lines, trunk sewer lines, trunk water lines and trunk gas lines.

Characteristics of industrial uses produce an environment undesirable for residential and non-industrially-related uses while, in the opposite direction, the residential and other uses tend to decrease the capacity of industries to render maximum operations.

Land use types other than industrial or industrially-related uses should be discouraged from locating in industrial areas, with the exception of such convenience uses as banks, branch post offices, and restaurants.

It is not possible to adequately treat some industries so that they may adjoin such uses as residences. These heavier industries should have uses adjoining them which may provide a transition.

Certain industrial uses generate heavy traffic, noise, smoke or other nuisances and should be located where it is feasible to provide an adequate transition, such as light industrial areas, commercial areas, or open space, to adjoining land use types.

Extractive Industries

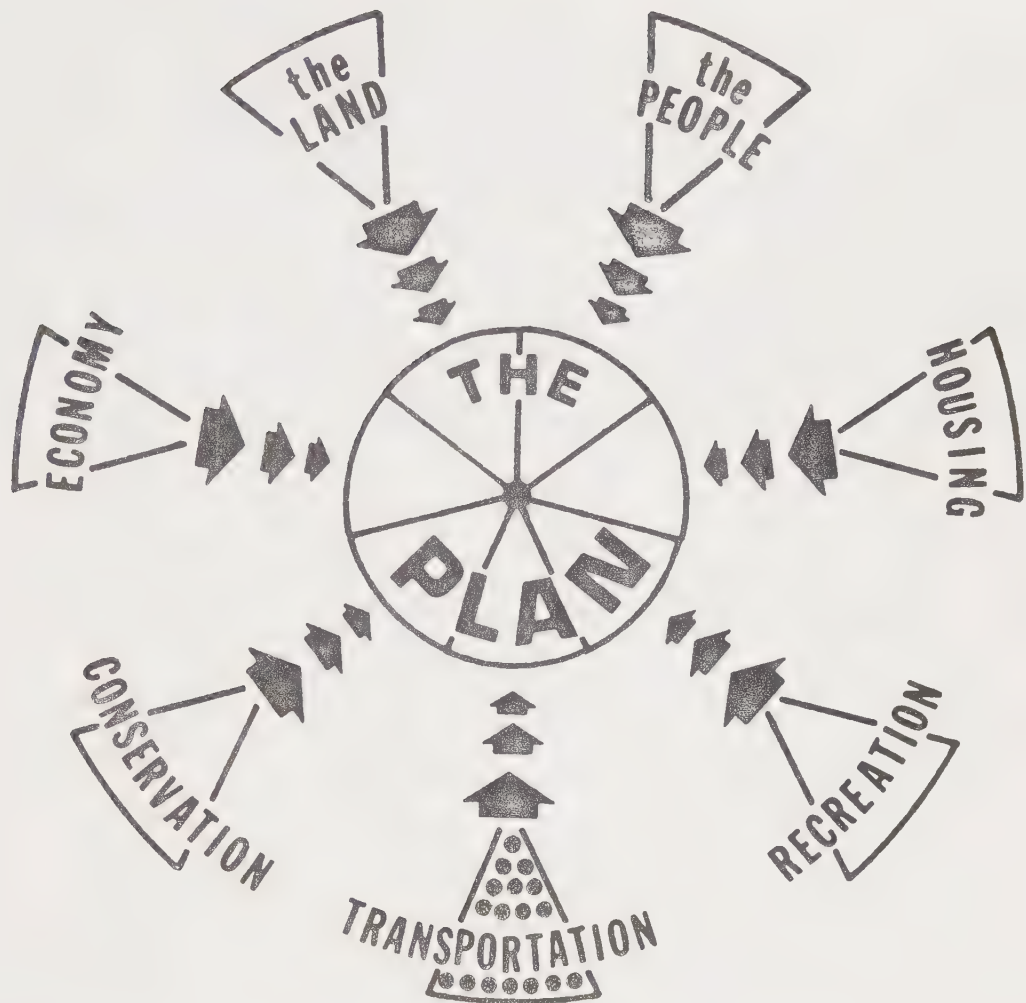
Certain areas of Butte County, both in and out of the urban areas, are rich in natural resources which, if not preserved, may be forever lost by prior development of the land for other purposes. Two principles should be applied: (1) the natural resources should be allowed to be exploited, and (2) the land should be reconditioned for other use after exploitation.

In order to insure continued development of natural resources prior to development of land for other purposes, extractive industries should be allowed to locate in areas known to have deposits of minerals and materials.

After the industry has depleted the raw material, the land should be reconditioned in such a fashion that it can be used by some other type of land use.

Because of heavy equipment necessary to remove raw material

from the site, extractive industries may operate only when the site is located on or has direct access to at least a secondary arterial in urban areas.



Circulation Development Policies

In the last decade Butte County has experienced substantial population growth. This growth has been accompanied by greater emphasis on mobility and greater demands on all means of transportation that compose the circulation system.

Circulation is a broad term identifying means for distributing people, goods and services. In these modern days circulation is a prerequisite to the very existence of modern communities. Although all forms of circulation are not directly applicable to every community, it is at least appropriate to identify them. They are:

- Pedestrian;
- Vehicular - street, highway and freeway;
- Railroads - surface, subway, elevated;
- Water - inland waterways, coastal navigation routes and trans-oceanic navigation routes;
- Air

In no instance is one form of movement isolated from or independent of one or more of the other forms.

In the case of Butte County, only water transportation is not directly involved. Indirectly, however, it is a factor in the economic background of the community.

A purpose of this Plan is to guide transportation planning, route establishment, project programming, and selection of route design criteria so that each project will be able to fulfill its correct role in the overall system. If this can be accomplished, it will be a major step in the implementation of orderly development and expansion in Butte County. The following objectives are not necessarily listed in their order of importance, nor is it even possible to assign such an order. The system's validity depends upon the maximum realization of each of them.

A street and highway system is both a skeleton and circulatory

system. As a skeleton it gives both form and support; as a curculatory system it feeds and nourishes the community body. The flow of the life blood, which is traffic, because its volume, direction and character, largely determines the land use pattern.

At the local level, the most important element of circulation element is the streets and highways system. Recent developments, however, are causing an important change in these streets and highways. As land is more intensely developed and as the quantity and variety of traffic service demands mount, it becomes increasingly important that these roads be considered as a system, rather than as individual roads.

Particularly, since the advent of controlled access highways, there has been an increasing realization that all roads cannot perform all functions equally well. Freeways, for example, safely carry large volumes of high-speed traffic, but provide no direct service to abutting land uses. At the other extreme, local streets provide direct access to each adjoining land parcel, but are completely incapable of accommodating high-speed, high-volume traffic. Between these extremities lie a wide range of street and highway types.

Another change is the growing recognition of the impact of highways and streets upon land uses. The position, shape and extent of various land uses are so closely related to the location and type of street and highway service available that it is impossible to consider one without the other.

Surface traffic by motor vehicles is the major local factor in transportation. Therefore, to identify the important subject of the motor vehicle movement, the following items are significant:

1. Public thoroughfares serve in either or all of four important capacities and each meets a major public need such as:
 - (a) Movement of persons and things;
 - (b) Affording direct or secondary access to all contiguous property;
 - (c) Providing rights of way for installation

of utility services;

- (d) Providing open lanes exposing abutting properties to sunlight and air and also affording means of protection against conflagration.

- 2. To meet public needs adequately and economically, and to facilitate traffic control in the interest of safety, four principal types of thoroughfares are recognized;

- (a) Freeways;
- (b) Limited access thoroughfares;
- (c) Major streets and roads;
- (d) Secondary streets and roads;
- (e) Local streets and roads.

Freeways

Freeways can be described as constituting thoroughfares established for the sole purpose of carrying large volumes of vehicular traffic fast, safely and usually for substantial distances, and they are characterized as follows:

- 1. Having no intersections at grade;
- 2. Affording no direct access to or from property contiguous to them;
- 3. Containing physically separated roadways to carry traffic in opposing directions;
- 4. Utilizing the longest possible radii for curves;
- 5. Utilizing minimum gradients.

Limited Access Thoroughfares

Limited access thoroughfares primarily serve to carry traffic, but they also provide limited and controlled access to abutting property. They may be described as possessing the following characteristics:

1. Crossings are at grade, but at reasonably long intervals;
2. Normally they should consist of four lanes of moving traffic, two in each direction and with barriers separating lanes used for traffic movements in opposing directions, preferably by a median strip not less than fourteen feet wide and containing an exclusive left-turn lane at the approach to each intersection;
3. Access to abutting property to be afforded in new development by:
 - (a) Separate paralleling service roads physically separated from the traffic lanes;
 - (b) Where service roads are not utilized, abutting property should be designed to rear upon the limited access thoroughfare with a "no access easement" contiguous to and paralleling the limited access roadway; such lots to front upon and be provided with direct access from a local street or road paralleling the limited access thoroughfares;
 - (c) Where service roads are used, intercepting local streets and roads should terminate at service roads and only major or secondary streets and roads cross the traffic lanes at grade.

Major Streets and Roads:

Major streets and roads are intended to provide facilities for both traffic movement and access to abutting property.

They should contain not less than three lanes for moving traffic in each direction and one parking lane contiguous to each curb. In areas of new development there should be an alley paralleling the major streets or roads and at the rear of property abutting such thoroughfares.

Secondary Streets and Roads

Secondary streets and roads are similar in all respects to major streets and roads, except that they may have only two lanes for moving traffic in each direction and one parking lane contiguous to each curb.

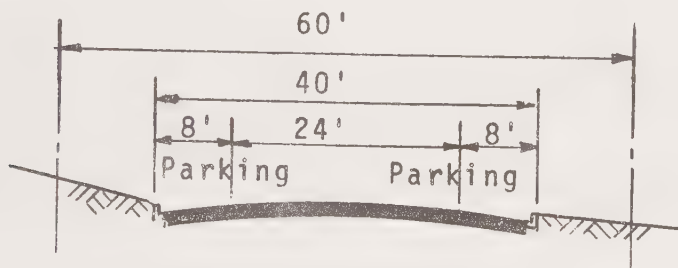
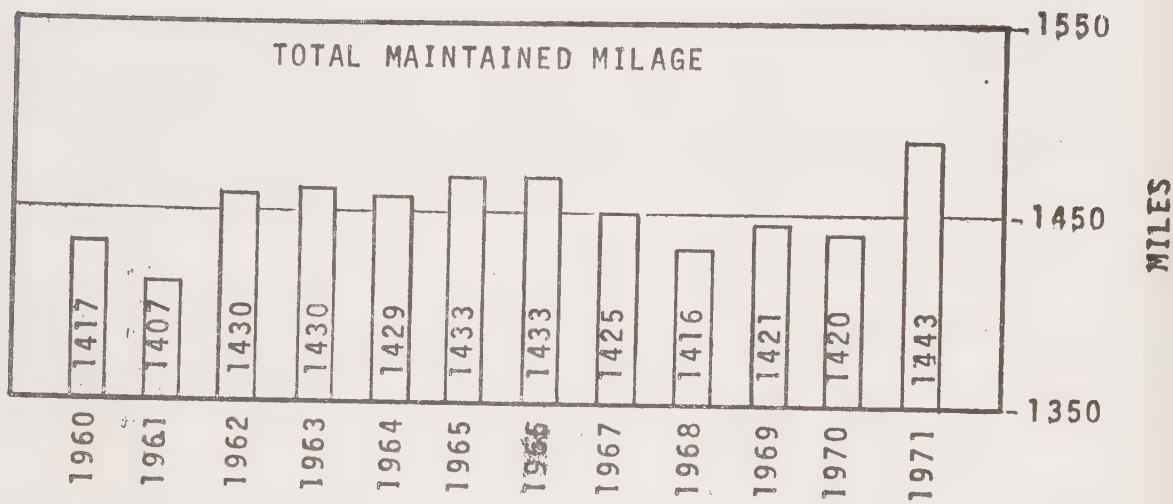
Local Streets and Roads

Local streets and roads shall contain not less than one traffic lane and one parking lane on each side of the centerline. They should be so designed and routed as to discourage through or long-distance traffic movement. The types of local streets and roads may include:

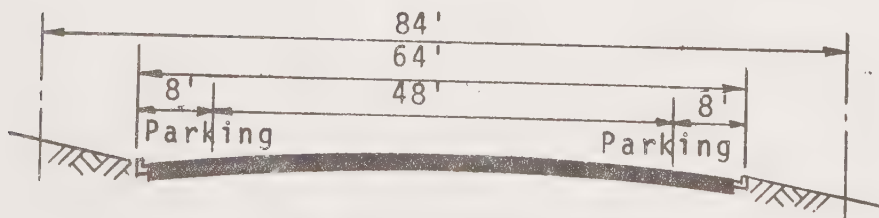
1. Continuous streets;
2. Loop streets;
3. Cul-de-sac streets.

Local hillside streets and roads, although adhering to type, will need to be modified because of topographical, geographical or geological limitations. Such modifications as these should deviate as little as possible in matters of number and width of lanes, but may be accomplished by modifying total rights-of-way widths, or by recourse to grades or pairs of one-way thoroughfares.

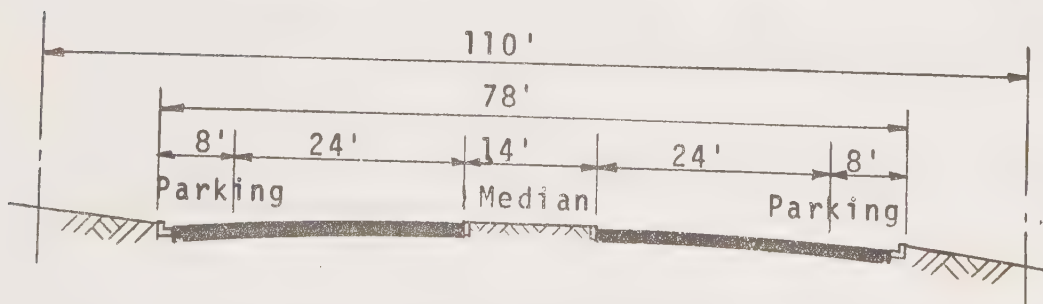
All of these types of streets and roads, excepting only those that require modification because of topographical conditions, are applicable somewhere in Butte County.



2 LANE STREET



4 LANE STREET



4 LANE STREET W/MEDIAN

Road and Street Width Standards:

The minimum width and rights-of-way of the various classes of roads and streets shall be as shown in the following table:

<u>Class</u>	<u>Width in Feet</u>		<u>R/W Width</u>
	<u>With</u> <u>Curbs</u>	<u>Without</u> <u>Curbs</u>	<u>In Feet</u>
<u>Thoroughfare</u>			
Two Lane (includes 2 - 8' parking lanes)	40	36	60
Four Lane (includes 2 - 8' parking lanes)	64	60	84
Four Lane Divided (includes 14' median Strip plus 2 - 8' parking lanes)	78	74	110
<u>Subdivision Collector</u>			
Two Lane	40	36	60
Two Lane (where topography warrants)	32	28	60

Scenic Highways

Scenic roads or highways will vary greatly in right-of-way width, as well as pavement. Narrow winding roads through mountainous areas which are bordered by lush mountainous foliage, should be limited in width and placed into the natural setting of the forest in such a way as to preserve the environment.

Scenic highways are, on the other hand, usually a minimum of two fourteen-foot traffic lanes that will carry traffic from urban centers to scenic areas or the more important recreation facilities or historical sites that are developed in the County. These scenic roads are usually an extension of, or an appendage to, the recreation area itself. They provide for the movement of vehicles through areas of great natural beauty where the sensitive blending of the road design with the landscape create a pleasant visual expression.

Carefully designed rest stops, with public convenience facilities, should be provided to afford the greatest possible safety of the visiting traveler and for the protection of all the natural features that surround the highways. Poster panels or billboards are not compatible in the areas which are adjacent to scenic roads or highways.

Circulation Element - Recommendations

- All parts of the circulatory system should be coordinated with city, state, federal and unincorporated areas within the County and adjoining counties.
- All parts of the circulatory system should be scaled to the function they are to perform in conformance with the density and total population of an area and its related land use requirements.
- Routes and facilities of the circulatory system should be so located and designed as to meet the demands of both existing and proposed land uses with the most beneficial effect of such uses.
- Circulatory routes should have adequate reserved right-of-ways to accommodate expected, as well as existing, traffic volume.
- The circulatory system should provide balance and integrated facilities for all modes of travel.

- LEGEND**
- ROAD SYSTEMS**
- Arterial
 - Collector
 - Minor
- SIGN ROUTES**
- State
 - County



THE PREPARATION OF THIS GENERAL PLAN WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 702 OF THE HOUSING ACT OF 1937, AS AMENDED.

BUTTE COUNTY COMPREHENSIVE GENERAL PLAN STREETS AND HIGHWAYS CIRCULATION ELEMENT

Airports

Air travel requires facilities ranging from international airports to private-plane landing strips. A common characteristic of all airports is that the landing approach zone should be free of intense development, both for safety and future expansion.

The purpose of inclusion of airports in the circulation element of the General Plan is to insure that the County has studied its present and future airport needs and has developed a plan which will satisfy these needs and that an airport for which F.A.A. funds may be requested in the future fits into this plan.

A County General Plan of Airports is deemed necessary because of:

1. The potential importance of airports to the local economy.
2. The relative large amounts of land required for airports.
3. The need for effective land-use planning and controls in the vicinity of airports.
4. The importance of adequate provisions for ground transportation from airports to urban areas.

Airport location and development should be based on the following criteria:

- . Airports should be so located as to avoid interference with air space requirements of other airports.
- . Airports should be located where approach zones may be so oriented as to minimize hazard and nuisance to present and potential adjoining land uses. Desirably, the approach zones of airports should be over water, open space land or other land uses of an extensive rather than intensive nature, such as agriculture, parks, green belts, plant

nurseries and industrial uses.

- Uses normally accommodating or attracting large concentration of people should be discouraged from locating within the approach zones of existing airports.
- Where the likelihood of expansion of an airport facility can be foreseen, land for such expansion should be acquired in advance of need.
- Airports intended only for light planes and designed to serve the immediate residential areas shall be located functionally convenient to at least a collector street.
- Major airports, such as those serving interstate flights, desirably, should be within convenient travel time or urbanized centers via freeway or expressway routes.

Other types of Airports, such as military or those serving an industrial use, may have specialized requirements or circumstances requiring review of their location.

The distribution of Airports serving Butte County is shown on the Circulation Plan Map. No new Airport locations are proposed. The principle Airports of the County are the Chico and Oroville facilities. The Chico and Oroville Airports have night lighting and are classified by the Federal Aviation Agency as general aviation service facilities. The remaining smaller airports in the County are also general aviation facilities.

Only those facilities which satisfy all of the regulations of the County and meet the qualifications and regulations for approval of other agencies concerned should be approved for development by the County.

Railroads

Butte County is served by two major railroads, the Southern Pacific and the Western Pacific, both of which have been instrumental in the development of the County. Passenger service has been terminated in the County by both lines leaving only freight operations. Although the resumption of rail service is not anticipated, it is hoped that with the advent of high speed trains, passenger service will be resumed. A Plan recommendation would be however, that the railroads be encouraged to construct spur service into the areas designated as industrial to meet the needs of expanding industry. This should be correlated with the other facilities necessary for optimum industrial development such as utilities and roads.

Official Plan Line Maps

The official Plan Line Map provides a means of preventing the construction of expensive buildings or other facilities within future right-of-ways while still permitting a reasonable use of the land. By adoption of an official map, right-of-way costs can be considerably reduced with significant benefit to the public. The County should consider adopting a "Plan Line Map" in the near future.

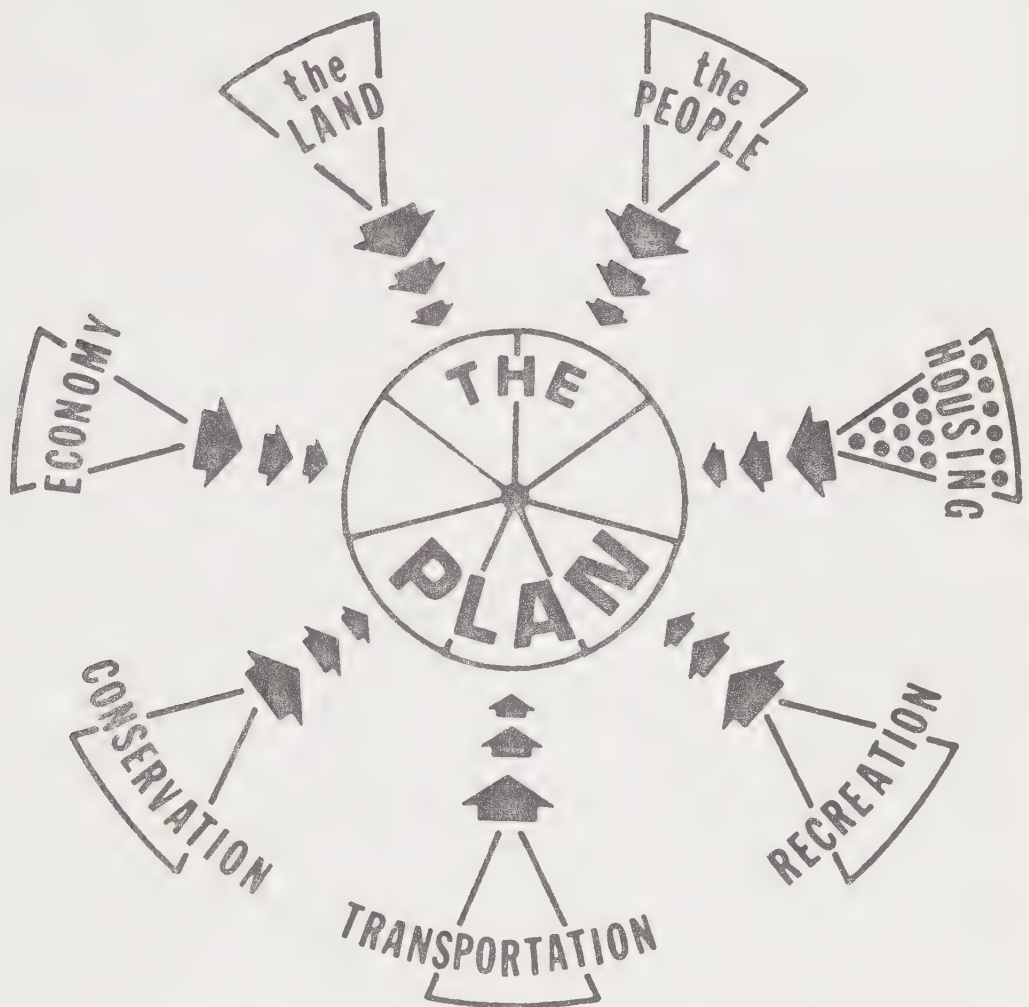
Forms of Controls

Official control may include: maps for streets, roads or highways showing exact alignment, gradients, dimensions and other pertinent features, and including specific controls with reference to protecting such accurately defined future right-of-ways against encroachment by buildings, other physical structures or facilities.

- . Designed rights of way should, in general, conform with the locations and policies prescribed in this General Plan.
- . Adoption of official Plan Line Maps desirably should precede specific capital improvement programs for streets and highways.
- . In order that property owners do not suffer undue hardship, a definite time limitation for the acquisition of right-of-ways of affected properties should be established in the official map ordinance.

Circulation Element Goals

1. The provision of freeways and prime arterials for the primary purpose of moving large volumes of traffic.
2. Freeways designed to harmonize with the landscape which they traverse.
3. Avoidance of bisecting neighborhoods and communities with major highways.
4. Scenic highways in locations that traverse scenic areas.
5. Public transportation where functionally and economically feasible.
6. Beautification of major roads to make them attractive as well as convenient to the resident and visitor.
7. A balance between land uses and transportation facilities.
8. A continuing review of street and highway construction and maintenance standards to maximize the economic life of these public investments.
9. Adequate off-street parking as a part of every intensive use of land.



Introduction

Background

This report represents Phase II of the Housing Element of the General Plan of Butte County. It must be remembered that this does not represent the completed housing element. It is merely a step in a continuous program of studies, policy recommendations, and action programs in the field of housing in Butte County.

Phase I of the Housing Element was passed and adopted by the Butte County Board of Supervisors on February 3, 1970. It contained a statement of objectives, a preliminary housing analysis and recommendations for action for low-income families.

Phase II of the Housing Element contains an initial formation of County-wide housing goals and a preliminary identification and listing of housing and housing related problems. A description of the obstacles to the solution of the identified problems is also included. Perhaps the most important section of the Phase II Housing Element is the detailed work program which outlines the future steps that will be undertaken in the housing program in Butte County.

Phase III of the Housing Element will include a comprehensive housing analysis and housing projection. Phase IV of the Housing Element will consist of the identification of targets and the formation of the implementation program.

The search for decent housing is not a new problem; shelter is a basic human need. But what is new, is a growing awareness of the far-reaching implications of housing and housing related problems. In recent years, "Housing" has taken on added dimensions. It is no longer viewed merely as a physical need but also as a social and psychological extension of the individual. Poor housing is being viewed as a contributing element in the cycle of poverty which affects a family's life style and its aspirations.

Along with this growing awareness, an increased demand has developed for more and better housing for our ever-growing population. The need for improved housing conditions has emerged as one of the most critical problems facing all levels of government today.

In 1967, the California Legislature amended the California Planning and Zoning Law to require that local general plans include a Housing Element as well as the previously required Land Use and Circulation Elements. The amendment became effective July 1, 1969. As set forth in the Code, the Housing Element is to consist of standards and plans for provision of adequate sites for housing. This element of the plan shall endeavor to make adequate provision for the housing needs of all economic segments of the community.

The definition of a Housing Element is extremely broad and flexible. Each community is allowed freedom to design its own solutions to its specific problems. This allows the participants an opportunity to exercise innovation in the development of new approaches to the planning process.

Planning has always included housing considerations, but housing has never before been designated as a mandatory element. Housing has always been related to the Circulation and Land Use Elements, but the relationships have never been properly understood. The active implementation of a Housing Element will only be achieved if the entire process of which it is a part comes into close proximities with a community's political process.

The Federal Housing and Urban Development Act of 1968, now in effect, requires that all "planning carried out with assistance under Section 701 shall also include a Housing Element as part of the preparation of comprehensive land use plans". The intent of this requirement is to focus the skills of all planning agencies receiving 701 assistance on the problem of providing decent living conditions for every American.

Objectives

The Butte County Planning Department, in the fall of 1968, began a program of assembling available data for Phase I of the Housing Element of the General Plan. The assembled data was secured from the 1960 Federal Decennial Census and from data received from the incorporated cities building departments, as well as data received from the Building Division of the Butte County Public Works Department. At that time, the objectives of the Housing Element were defined:

1. A statement within the General Plan of purpose including goals that are directed toward encouraging the development of a delightful housing environment for each economic segment of the community.
2. An analysis of the housing market consisting of:
 - a. An inventory of all existing residential buildings.
 - b. The housing needs of the present population.
 - c. A determination of how housing needs are being met at present.
 - d. An evaluation of changes in the inventory of housing and the possible needs of the population.
 - e. Proper identification of the problem areas where needs are unlikely to be met without appropriate official intervention.
3. A statement of what is the need in housing, including projections of population, the best possible estimates of the County's economic growth, together with a detailed review of present housing problems.
4. Program and policy recommendations including long-range quantitative targets for housing construction, conservation and rehabilitation. Recommendations should also include social service programs of a housing-related nature where appropriate.
5. A coordinated program of appropriate action to obtain the targets established.

Scope

The "Housing Element" of the General Plan should have county-wide focus and should be concerned with all geographic sections of the County. Housing should not be considered as an isolated factor within a single community. Rather, it should be viewed as a sub-system which simultaneously intersects with existing area-wide social, economic, political and ecological factors. It is totally unrealistic to define housing markets as coterminous with city boundaries. The area-wide overview is an important part of program recommendations. The County-

wide housing market is better able to determine the impact of housing effects. The County-wide "Housing Element" must be prepared in consultation with the four incorporated cities and the County of Butte. The County "Housing Element" should be adopted by the cities with the policy and program implementation statements amended to reflect local concerns. The role of the city is to provide the County with required data and to act as advisor to the County on housing problems in that particular city. The Housing Element, when completed, should be adopted jointly by the five jurisdictions.

Housing Authority

The creation of a local Housing Authority is basic to the beginning of an effective program to provide housing for low-income people. The local Housing Authority is the vehicle established by the California Legislature through which subsidized housing is provided for low-income citizens. California is one of the 48 States that have an enabling legislation permitting the establishment of local Housing Authorities within cities and counties to carry out low-rent housing programs. In 1948, Butte County adopted by referendum a resolution to establish a Housing Authority.

The Butte County Housing Authority administers the Leased Housing Program which is intended to ease the housing problems of low-to-moderate income families. Under this program, the Housing Authority leases privately owned, moderately priced apartments and homes within Butte County. These housing units are then subleased to low-income families who pay their rent, generally set at a level equal to 25% of an individual family adjusted income, directly to the Housing Authority. Federal funds administered by the Housing Assistance Administration of H.U.D. are used to subsidize the difference between the cost of renting and operating private accommodations and the rent paid by the low-income tenant.

The Butte County Leased Housing Program operates under an H.A.A. contract which allows it to lease up to 400 housing units of various sizes. At the present time, approximately 227 units are leased under the program. According to the contract, 25% of the allotted units are reserved for the elderly.

Under this program, owners of unoccupied substandard

dwellings are guaranteed occupancy if they rehabilitate their units. If sufficient owners cannot be induced to salvage their dwellings, it may be necessary to build the needed units under the Turnkey Leasing Program.

The Butte County Housing Authority also administers a Conventional Public Housing Program. Under Conventional Public Housing, the Housing Authority is the owner of the units. The Housing Authority presently owns and leases 170 units.

Statement of Goals

Fundamental to the formation of a housing program is the establishment of community housing goals. Goals should mirror the interest and concern of a diverse and representative citizenry. Housing goals should be long-range and broad in scope; yet, they must be realistic and within the resource capabilities of the goal-setting jurisdiction.

- . To promote the orderly development of safe, sanitary and desirable housing for each economic and ethnic segment of the County. Housing facilities should be of sufficient quantity and quality to afford all individuals within the County an opportunity of selecting among varying types of housing units. Housing should also be sufficiently dispersed throughout the area to provide individuals a choice of location.
- . To provide recommendations for the removal of dilapidated structures and the rehabilitation of salvageable dwellings. Strict code enforcement is physically, economically and socially impossible due to the large quantity and concentration of substandard dwelling units. The possibility of a code revision program could be investigated. A coordinated rehabilitation program could be fostered by city and county officials of the building, health and sanitation, and planning departments to insure that standards of minimum compliance are uniform. Buildings beyond economic repair and deemed dilapidated should be identified and a program of demolition and removal should be enforced. Those displaced

by demolition of substandard dwellings should be provided either new or rehabilitated housing.

- . To promote and maintain, economically, physically, and socially viable residential neighborhoods, racial, ethnic, or economic concentrations should be discouraged before they get started. Careful coordination with the Land Use Element of the General Plan will insure neighborhood stability and prevent incompatible uses. Individual and neighborhood pride of ownership, appearance, and maintenance should be promoted. The possibility of neighborhood or community wide conservation programs should be investigated. In recent years, the cities of Chico and Paradise have enjoyed success with their community-wide clean up campaigns.
- . To investigate financing opportunities. Fiscal and monetary policies are largely determined by the Federal Government. It is very difficult for local, public, or private leaders to influence interest rates or inflation. It is the obligation of local officials to make sure available financial resources are being utilized. It should be the policy of all involved groups to keep abreast of available Federal and State grant and loan programs. A local capital investment program could make matching funds available when needed and provide a means of keeping the people attuned to their ability to pay as well as to their needs. It may be possible to develop the interest of qualified non-profit groups to sponsor housing for low-income families.
- . To coordinate and integrate the Housing Element within the framework of the overall General Plan. Housing considerations must be viewed in relationship to the other elements of the General Plan. The Land Use Element defines desirable dwelling unit densities, and designates areas of various types of residential use. The Circulation Element considers accessibility from residential neighborhoods to jobs, public facilities, commercial services, and recreation areas. The Conservation Element considers the environmental impact of residential developments. The Recreation Element considers the availability of recreational facilities. The Public Facilities Element considers the provision of sewerage, water systems,

and other public facilities. Each Element must be viewed in close proximity to each of the other elements and to the overall objectives of the General Plan to insure an integrated and comprehensive implementation program.

- . To provoke innovation and foresight in planning considerations. Comprehensive codes and regulations could help prepare fringe communities to annex to existing cities and urban areas to undergo incorporation. The role of second home subdivisions and mobile home parks in the overall development of the County should be determined. New subdivisions should reflect modern concepts of clusters, garden apartments, and planning unit areas. Continued use of the Planned Area Classification (P.A.C.) zone will encourage a diversified and pleasing housing market. Cluster developments will increase the efficiency of land use by making use of high densities and freeing open spaces. Cluster development will also help reduce site improvement costs. Lax regulations permitting four-parcelling, strung out and non-consecutive subdivisions with ensuing high cost of service for public utilities and government administration are not acceptable. The possibility of encouraging developers to include a certain percentage of lower cost units in their plans should be investigated.
- . To coordinate the activities of the numerous public agencies, private citizen groups, and home builders involved in ameliorating housing and housing related problems. Each agency of County government that is presently acting separately with problems that are associated with the educationally and economically deprived, job training, job creation, and housing should be encouraged to maintain close liaison with each other. Coordination with private citizens groups and home builders will insure public participation and involvement in the housing program.

Statement of Problems

This listing represents a preliminary identification of housing and housing related problems. This initial identification of

problems has been hampered by the lack of sufficient data, especially income and employment statistics. The Census of Population information should provide some relief in this area. The actual Housing Analysis will provide us with the data necessary to specialize our focus and develop actual target areas.

<u>Building Permits</u>	<u>1962</u>	<u>1964</u>	<u>1966</u>	<u>1968</u>	<u>1970</u>
New Single Family Dwellings	744	633	313	228	335
New Duplexes (units)	40	30	24	12	22
New Triplexes (units)	0	45	0	0	9
New Four-plexes (units)	80	0	20	36	80
New Apartment Units	<u>110</u>	<u>24</u>	<u>1</u>	<u>49</u>	<u>48</u>
Total Units	978	732	358	325	494

<u>Sanitation Permits</u>					
New Mobile Homes	86	134	133	166	240

Overall Shortage

In 1968, at the request of the Butte County Housing Authority, the Department of Housing and Community Development, with the help of several individuals and organizations prepared a Report for the purpose of showing the need for assisting low-income and disadvantaged elderly families to secure adequate, safe, and sanitary housing conditions. This Report was assembled for the purpose of securing the necessary authorization to proceed with an application for Federal Housing Assistance under Section 23, the Leased Housing Program, of the 701 Federal Comprehensive Planning Assistance Program.

The Report included the tabulated results of questionnaires completed by the Butte County Community Action Agency for families living within its jurisdiction. The multi-service center program coordinator estimated that there were approximately

4,900 families with incomes below the poverty guideline within the County.

Questionnaires completed by social welfare workers of the Butte County Welfare Department pointed up the fact that there were 910 (about 17 per cent) substandard living units occupied by public assistance recipients. Butte County ranks 51 out of 58 counties for number of public assistance recipients per 1000 population (ranked from low to high).

The Report also included a study of the housing problem in the County conducted by the Butte County Technical Action Panel with the cooperation of the County Health Department, Welfare Department and the Economic Opportunity Council. Their analysis of the available information (primarily the 1960 Census) indicated that there were 2,300 dilapidated homes in the County.

It was assumed that a majority of the substandard homes were occupied by very low-income families. After studying the income levels of these families, it was found that they have inadequate income to pay rent on decent housing at present market rates, and they do not have adequate incomes to qualify for home ownership loans as they presently exist.

It was felt at that time that the immediate need of these families could best be met with County low-rent housing, rent subsidies, and other similar programs. The cost involved was thought to limit the number of units that could be made available. It was believed that the balance of the need could best be met by stimulating development of new homes by modest and above modest income families that have the repayment ability for such development. The older, but adequate, homes could then be filtered to the low-income people either on a purchase or rental basis at a cost considerably less than that of a new unit.

Approximately 50% of the housing need in the County was determined to exist in the rural areas. Farmers Home Administration was determined to have funds and the authority to meet the house financing need in rural areas. In urban areas, however, financing was a problem due to the demanding requirements of the Federal Housing Administration. The Report concluded that even if financing were available to meet the home construction need in both the urban and rural areas, the development would still be dependent upon the interest and motivation of private citizens.

As a result of this Report, the Housing Authority was able to qualify for Federal Housing Assistance under the Leased Housing Program. The Program has been successful in securing housing for 227 families, but it has not totally solved the problem. It was not expected to do so. Continued and accelerated action is needed to insure decent housing for all residents of the County.

According to the most recent data available, the Butte County Planning Department has projected the population growth for the County and the urban concentrations within it. Based on these population projections, we have also projected the approximate number of housing units that will be required to be built within the next 30 years to keep pace with the expected population growth.

<u>Area</u>	<u>Additional Housing Units Required</u>		
	<u>1980</u>	<u>1990</u>	<u>2000</u>
Butte County	10,000-13,000	21,000-27,000	28,000-41,000
Biggs	60- 100	130- 200	160- 260
Chico (City)	2,000- 3,000	4,000- 6,500	6,500-11,000
Chico (Area)	2,000- 3,400	4,300- 7,600	7,600-13,000
Gridley	120- 220	250- 420	320- 600
Oroville (City)	500- 800	800- 2,800	1,500- 4,000
Oroville (Area)	2,000- 3,400	4,000- 6,400	5,400- 8,700
Paradise (Area)	3,300- 4,700	7,300-10,300	10,300-15,000

The Low-Income Family

The poor are at the greatest disadvantage in attempting to secure suitable housing. Unassisted, they rarely can compete successfully in the housing market. The California Department of Housing and Community Development uses the income figure of \$7,000 a year as the cut-off point below

which families have difficulty in finding suitable housing at the present housing market. Precise current income statistics are unavailable at this time, but it can be estimated that the average income per household approximates \$8,300. Low income combined with high unemployment effectively prohibits a growing segment of the County residents from actively competing in the new home market.

Rural Poor

The rural poor have traditionally received little attention from either public or private agencies seeking to improve their housing conditions. Rural poor are less likely to receive financial and social aid because they are scattered over some of the more remote areas of the County.

The plight of the migrant worker has received considerable attention in recent years. Butte County's economic dependence on the agriculture industry has necessitated the large influx of migrant workers each year to harvest its crops. Traditionally, large numbers of migrants have concentrated around the Gridley area.

The main force in California which has attacked the problem of adequate housing for rural low-income families during the past 30 years has been the Housing Authority. The Butte County Housing Authority has under its auspices the Farm Labor Center which is oriented to housing migrant farm labor households. Farmers Home Administration provides loans to low-income families within the rural expanses of the County.

Foresight is needed in providing rural temporary homes for migrants. With the current trend in agricultural production toward larger and corporate-owned farms combined with the increasing mechanization of farms, the result will be a decrease in the low-income farm laborer population and a more permanent farm population. Permanent rural housing will be needed. At this time, over 50% of California's seasonal farm families contain five or more individuals. This permanent housing should have three or four bedrooms for these families of five or more.

Lack of Housing for the Elderly

The ability of the elderly to pay for housing is usually limited since many of them are retired, are too sick to work, or cannot find work. Living on a fixed income, derived from social security or pension funds is never easy, but during a period of rapid inflation, the financial problems of the elderly are considerably worsened. The housing problems of the elderly are only beginning to gain attention. Of the Federally assisted housing programs available, Section 202 has been specifically designed to meet the housing needs of the elderly.

Students

Chico State College plays an important role in the growth of Chico and the demand for housing in the Chico area. During the period 1960-69, population increased by approximately 5,000 people for the City of Chico, 10,000 for the Greater Chico Area, and 6,000 for Chico State College. The College has a present enrollment of approximately 10,000 students and a supportive staff numbering 1,300. For 1975, 16,000 students are tentatively projected.

In 1969, the major college housing units had capacity for 1,901 students, 682 males and 1,219 females. This represents living quarters for approximately 21% of the students enrolled in the Fall semester, 1969-70. The supply of dwelling units for the other 70-75%, who are excluded from this type of college-related housing, must come from the private market.

Essentially, students are competing on the low income rent level. The bulk of single students pay from \$45.00 to \$55.00 for rent a month. Since many of them double-up, this means a renting power of from \$45.00 to \$200.00 per month. A large portion of married students pay from \$75.00 to \$90.00 per month, but the bulk of these pay \$75.00 to \$110.00 per month for rent.

These students are in the low-income market. By the doubling-up process, single students raise their ability to pay beyond the low income family with a single family income, and consequently, have an advantage in securing scarce housing facilities.

The Planning Department's concern is the need for the additional living units for the additional enrollment over the next few years and a very tight rental market that is not serving the low income community. Whether or not the Housing Authority or private interests specifically builds or induces housing construction for students, this segment must be recognized as an inevitable pressure on the total inventory of housing facilities.

Chico State College has sponsored the formation of a Tenants' Association. The Association is composed of a Committee on Housing and Community Development. The Committee has attempted to attract as many representative parties as possible to view all aspects of the community housing problem. Careful liaison with the Committee will maximize resource capabilities and implementation programs.

Butte College has an enrollment of some 1,800 day students and evening enrollment of 1,040. The enrollment of students is primarily drawn from families within the County. Recently, the College has attracted growing numbers of residents outside the area.

Substandard Housing

Data secured from the 1960 Census provides us with the best indication of the number of deteriorating and dilapidated structures in the County. The 1960 Census classifies all housing units as either sound, deteriorating or dilapidated. The classification was based on a visual examination of all residential structures within the County. The 1970 Census chose to omit this category from its format. According to the 1960 Census information, there were approximately 31,494 total housing units. Of this total, 5,098 or 16% were deemed to be deteriorated and 2,314 or 7% were considered to be dilapidated. Neither the County nor the cities within it have chosen to implement a comprehensive code enforcement program. Consequently, it must be assumed that these figures have not decreased appreciably. Concentrations of substandard dwelling units in the Chico and Oroville areas were identified in Phase I of the Housing Element.



Sub Standard Dwelling Units

CHICO



PHASE I OF THE HOUSING ELEMENT

STATISTICAL INFORMATION

<u>Area</u>	<u>Housing Units</u>	<u>Classification</u>		
		<u>Sound</u>	<u>Deteriorating</u>	<u>Dilapidated</u>
Bangor	327	241	58	28
Biggs	296	191	42	62
Chico (City)	5,920	4,830	987	103
Chico (Area)	14,895	13,623	850	422
Durham	823	576	176	71
Feather Falls	191	27	136	28
Forbestown	261	97	58	106
Forest Ranch	339	225	95	19
Gridley	1,286	1,125	160	1
Magalia	241	179	57	5
Palermo	1,091	836	250	5
Paradise	3,775	3,286	427	62
Oroville (City)	2,344	1,586	747	11
Oroville (Area)	6,537	4,681	1,570	286
Richvale	243	158	35	50
Sterling City	72	59	12	1

Growth of Mobile Home Living

Rising construction costs and high property taxes have forced

many prospective home owners to seek other alternatives. In Butte County, as indeed throughout the State, the incidence of Mobile Homes has increased dramatically in the last decade,

Mobile Homes are not assessed as improvements on the property as are permanent dwellings, and consequently, the only monetary return to the County, outside of the land value tax, is a portion of the license fee charged by the State Department of Motor Vehicles.

Revenues produced through the vehicle license tax come back to the County less five per cent for administration. Fifty per cent of such fees go to the County and fifty per cent to schools. If the Mobile Home is situated in a city, the fees are split three ways between the County, the city, and the local school district. In addition, a person buying a Mobile Home pays a five per cent sales tax, of which one per cent comes back to the County.

Information concerning the precise number of Mobile Homes in Butte County is not readily available. According to figures released by the Department of Finance, Butte County had 6,712 Mobile Home living units registered within its boundaries in 1969. This figure represents only those units actually registered with the Department of Motor Vehicles. In 1965, 4,509 Mobile Home units were registered with the State; 2,538 units were registered in 1960.

During the past five years, the number of available Mobile Home Park spaces has similarly increased.

<u>Year</u>	<u>Additional Approved Mobile Home Park Spaces</u>
67	297
68	478
69	662
70	1,056

Butte County does not prohibit living in Mobile Homes located outside of Mobile Home Parks. Various zoning classifications

allow individual Mobile Home living.

The location of Mobile Home Parks within the County is regulated by zoning classifications. Zones which allow Mobile Home Parks also provide that each Mobile Home Park be reviewed by the Planning Commission. All Mobile Home Parks must be designed in accordance with design standards established by the County of Butte and the State of California Department of Housing and Community Development.

The growing influx of Mobile Homes and the development of Mobile Home Parks has created certain problems. Mobile Homes and Mobile Home Parks are concentrating further and further from the urbanized areas. In the valley floor, this has the effect of committing agricultural land to urban uses. In the mountain areas, it has the similar effect of transferring forest land to urban uses. These marginal areas are not equipped for urban services. Water and sewerage facilities, streets, lights, and police and fire protection are all given a minimum of consideration.

It is essential to the wise development of the area that we consider the preparation of a series of guidelines to regulate the sporadic development of Mobile Home Parks. Standards and criteria should be established for evaluating zoning applications for the location and density of Mobile Home Parks.

Statement of Obstacles

In order to achieve the housing goals, impediments that prevent the anticipated housing requirements from being met must be identified and measures for their elimination explored. This statement includes a preliminary identification and listing of the obstacles to the solution of housing and housing related problems.

- . No one really knows what a Housing Element should contain. The State of California has been reluctant in providing direction to local and regional jurisdictions. Recent legislation mandates the Commission of Housing and Community Development to adopt Housing Element Guidelines on or before July 1, 1971. These guidelines will hopefully provide a definition of goals, objectives, and policy. It is also hoped

that these guidelines will provide a definition of the roles of the participating interests.

- . AB 1952, which required that local General Plans include a Housing Element, mandates only the preparation and adoption of a Housing Element. The Legislation does not require adoption of a subsequent action program to carry out whatever housing policy is expressed in a housing plan. Taken by itself, adoption of a housing plan will do nothing to guarantee changes in the physical environment.
- . There has never been a comprehensive County-wide housing study undertaken in Butte County. The Chico Planning Office did conduct, during the early part of 1970, a very extensive and thorough survey of housing units in the Greater Chico Area. Only fragmented data is available on housing conditions, occupancy rates, sales prices, demolitions, household sizes, and the supply and demand for housing within Butte County. Inconsistent data collection methods by the Federal Census Bureau make comparative analysis difficult. The lack of block data in rural areas prevents sub-area correlations with income and employment figures.
- . The role of capital as a determining factor in the supply of housing cannot be overlooked. The present money shortage and high interest rates inhibit housing construction. With interest rates high, the supply of money available for residential mortgage loans becomes very limited. The cost and availability of mortgage credit is of major importance to builders and prospective homeowners. The availability of mortgage credit corresponds closely with building construction. Mortgage rates for the Twelfth Federal Reserve Bank District increased 33.3% from 1960 to 1969. This is an indication of the scarcity of local financial resources.
- . The present high costs of land, materials, and labor make it impossible for private industry to construct conventional low cost housing for low and medium income families. With residential construction inhibited, population mobility becomes increasingly stifled. This has the effect of slowing down the process by which older homes "filter down" to the

lower income groups. With fewer older homes filtering down and the unavailability of conventional loans for low income individuals, the prospect of providing housing for the low to modest of income goes beyond the financial capability of local resources.

- . Zoning ordinances and building codes are often mentioned as factors causing high building costs. Several provisions of the zoning ordinance, including lot area, lot width, and front and side yard requirements, have direct or indirect effects on housing costs. Building codes are attacked for requiring "over design" or for prohibiting new and potentially cost-cutting materials and methods. Modification of these regulatory ordinances could facilitate construction of housing for low-income families. Low income families must not be compelled by public policy and law to pay for amenities and luxuries which they cannot afford. A careful distinction must be made between what is "desirable" and what is "necessary".
- . Property tax assessment procedures directly contribute to the creation of substandard building conditions. Many property owners are hesitant to repair or improve their housing either voluntarily or through code enforcement due to the fact that if improved, the value of their structure and property will be taxed additionally. State guidance is needed in this area. The State could provide some type of incentive in the form of a tax moratorium or tax restatement program to assist property owners involved in rehabilitation programs.

Detailed Work Program

A detailed work program establishes guidelines for the preparation of a complete housing plan for all economic segments of the community in accordance with the desires and needs of the residents. An official, workable program of action for community betterment is the basic tool for fully exploring all public and private paths to solutions. An acceptable detailed work program is a pre-requisite for any certification

of Federal funds administered by the Housing Assistance Office of the Department of Housing and Urban Development.

Planning Activity Completed

Formation and Adoption of the Initial Phase I of the Housing Element

- A. Statement of objectives
- B. Identification of substandard housing
- C. Student housing
- D. Recommendations for action

Formation of Phase II of the Housing Element

- A. Statement of goals
- B. Statement of problems
- C. Statement of obstacles
- D. Detailed work program

Planning Activity to be Completed

Phase III, Housing Analysis

Clarification is necessary. A shortage of what kind of housing, for whom, and at what price ranges are some of the questions that must be raised about the present supply of housing. The problem is not restricted to low-income families. Rising construction costs and interest rates have caused many middle-income families to experience difficulty in the housing market. The Housing Analysis will attempt to evaluate the following considerations:

A. Inventory of existing housing stock and market relationships.

1. Location, distribution and density (land use)
2. Total units (number by types)
3. Condition
4. Size (square feet, number of bedrooms)
5. Ownership pattern by types, size of dwelling units, value of dwelling units and location
6. Vacancy rates by type, size, value and location of dwelling unit
7. Neighborhood characteristics and environment
8. Rent and price characteristics and assessed value
9. Resident characteristics (age, family income, and composition, racial or ethnic concentration)

B. Analysis of factors affecting availability of housing.

1. Family income, employment
2. Construction costs
3. Site costs
4. Finance costs
5. Discrimination not based on ability to pay
6. Housing conditions
7. Public programs (urban renewal, highway construction, code enforcement)
8. Codes and ordinances

Data obtained from the 1970 Census is presently being used as a basis for a County-wide housing market analysis. This data will be supplemented with data from other county and city departments. Once specific problem areas have been identified, neighborhood analysis studies will be performed to determine the extent and causes of the blight, and the possible remedies,

The Housing Analysis will also include a projection of housing needs. The expected housing needs will be identified based upon the housing survey, local, state and national housing trends, economic and population forecasts. The projection will include anticipated dwelling unit needs by type, size, price and location.

Phase IV, Housing Element Policy Plan and Implementation Program

A long range program defining targets for housing construction, rehabilitation and conservation involving kinds and quality of housing will be established and a program for implementation will be developed by the community. The responsibility of public agencies including the many departments involved in housing and the private sectors including financiers, real estate and construction people will all be defined in an effort to accomplish the target set forth. Public policy considerations for plan implementation will include the following:

- A. Role of the private sector
- B. Role of government (local, state, federal-- including relationship to role of private sector)
- C. Implementation of capital improvement programming relative to housing
- D. Public policy changes relating to housing;
 - 1. A more intensive and systematic code enforcement policy.
 - 2. Environmental changes (parks, recreational facilities, amenities)
 - 3. Socio-economic factors (health, welfare,

employment policies)

4. Non-discrimination policies
 5. Preservation and improvement of existing housing inventory
 6. Identify and develop new housing resources
- E. Identify financial resources, public and private, available for use in improving housing in the County.
 - F. Review techniques designed to cause implementation of a County Housing Policy.

PHASE III
THE HOUSING ELEMENT
OF
THE BUTTE COUNTY GENERAL PLAN

BUTTE COUNTY ASSOCIATION OF GOVERNMENTS
BUTTE COUNTY PLANNING COMMISSION

Butte County
Planning Department

State of California
Department of Housing and
Community Development

September, 1973

BCAG-HEPPAIP-3: The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended, and through the auspices of the Council on Intergovernmental Relations, State of California.

1. BACKGROUND AND SUMMARY

Introduction

The struggle to find or build decent housing is not new; shelter from the elements has always been a basic human need. In recent years, however, we have added new dimensions to the subject of "Housing". It is no longer viewed merely as a physical need or economic demand. What is new is a growing awareness of the social and psychological implications of housing and the residential environment. For example, a poor housing situation is now seen as a contributing factor to the poverty cycle which restricts a family's life style and ambitions.

Along with this growing awareness, an increased demand has developed for more and better housing for our ever-growing population. The need for housing has emerged as one of this society's most pressing problems. If any level of government is to face this problem, it must have the facts. The purpose of this Housing Element is to present reliable information and recommendations to the people and governments of Butte County. We hope it will serve as a guide for local efforts to provide decent housing for all residents.

State and Federal Planning Requirements

This Housing Element attempts to fulfill both State and federal planning requirements because the Butte County General Plan is both the local general plan required by State law and the comprehensive regional plan required for federal assistance. Since the jurisdiction of the regional planning agency, the Butte County Association of Governments (BCAG), is the same as the Butte County Planning Commission, one plan can serve for both.

In 1967 the State Legislature amended California's Planning and Zoning Law to require that local general plans include a Housing Element as well as the original Land Use and Circulation Elements. According to the amendment which became effective July 1, 1969, "The Housing Element shall consist of standards and plans for the improvement of housing, for provision of adequate sites for housing, and for provision for the housing needs of all economic segments of the community." To clarify the intent of the State law the California Department of Housing and Community Development prepared guidelines for the preparation of housing elements. The guidelines discussed the important aspects of preparing a Housing Element: planning for a realistic housing market area, cooperation with other areas and agencies, coordination with other planning activities, the need to involve citizens, and defining goals. The required content was described in more specific terms: a discussion of the social and economic characteristics of the

population, an estimate of current and projected housing needs, an inventory of housing units and sites, an analysis of market characteristics and constraints, and a program of activities to achieve desired objectives.

An area-wide planning organization such as Butte County Association of Governments must meet requirements of the U. S. Department of Housing and Urban Development (HUD) in order to make public agencies in this area eligible for certain kinds of federal financial assistance. Preparation of a Housing Element is one of those required planning activities. HUD guidelines are similar to California's in content and emphasize the housing needs of low-income and minority groups. State and federal requirements are also alike in that they are broad enough to allow each community the freedom to design its own solutions to its specific problems.

A Housing Element for Butte County

The first Housing Element of the Butte County General Plan was adopted by the Butte County Board of Supervisors on February 3, 1970. It contained a statement of objectives, a description of each community in the County, a brief analysis of housing characteristics and recommendations for action. As originally conceived, that report was the initial step in a long process of study and action in the field of housing in Butte County.

The next step was taken in 1971 when a more complete General Plan was developed to meet HUD requirements, certify BCAG and thereby allow local water and sewer agencies to receive federal aid. The preparation of the Plan was funded by a Comprehensive Planning Assistance Grant from HUD. The Butte County Planning Department performed the actual tasks of assembling data, analyzing housing activities, identifying problems, and describing needs. Perhaps the most valuable section of the 1971 Housing Element was a program of future planning activities.

This Housing Element represents the fulfillment of the work program outlines in 1971. Most of the new information was acquired from 1970 Census materials, government publications and interviews with local people involved in housing. The new phases included are a "Housing Analysis" and a "Policy Plan and Implementation Program". This document was prepared by the Butte County Planning Department and the California Department of Housing and Community Development. The preparation was funded by a HUD Planning Assistance Grant; the contract period was July 1, 1972 to October 1, 1973. The \$12,000 grant was appropriated as follows: \$6,000 to Butte County, \$5,700 to California Housing and Community Development and \$300 to the Council on Intergovernmental Relations for administration.

Citizens' Participation and Acknowledgements

Study results and problem areas were presented to the Technical Advisory Committee of BCAG at a series of meetings in the spring and summer of 1973. Representatives of the groups listed below and other interested persons were interviewed and then invited to the meetings to join the discussions. Planning staff would like to thank the representatives of the following agencies, groups and projects for their time and assistance:

County of Butte - Assessor, Building Inspection, Economic Development Commission, Economic Opportunity Council, Health, Housing Authority, Library, Public Works, Schools and Welfare.

City of Biggs - Public Works.

City of Chico - Building, Planning and Public Works.

City of Oroville - Building and Public Works.

City of Gridley - Building and Public Works.

State of California - Migrant Education and Farm Labor.

California State University at Chico - Housing Office.

U. S. Government - Social Security and Farmers' Home Administrations.

Board of Realtors of Chico, Oroville and Paradise.

Chambers of Commerce of Chico, Gridley, Oroville and Paradise.

Butte County Commission on Senior Affairs.

Chico Housing Task Force.

Consilio Mexicano, Inc.

League of Women Voters.

Oroville Action Council.

Oroville General Plan - Lampman and Associates.

Subdivisions - California Park, Kelly Ridge, Paradise Pines.

Superior California Comprehensive Health Planning Association.

Coordination of Planning Activities

Housing elements should be developed for a "housing market", an area whose residents are also employed in that area. Since the Sierras are the only significant natural barrier to home-work commuting in this area, Butte County is not a completely self-contained housing market. For this reason, the Housing Element must be reviewed by the incorporated cities and by the adjacent counties to determine its compatibility with their plans. In a similar fashion the State and federal governments examine a local housing element for its consistency with their legislation and programs.

The type and location of housing and the nature of its occupants must be considered in the preparation of every other General Plan element. In order to plan governmental activities to serve people,

it is necessary to know where those people live and to anticipate future housing situations. Housing dominates land use planning because residential uses occupy most of our urban areas. The location of housing also determines the location of many businesses and public services. Residences require various utility services and access to the public street system, both of which require long-range planning. And since residential development is expanding rapidly into the rural areas of the County, housing has an obvious influence on the conservation of natural resources and the preservation of open space. The relationship of housing development and housing plans to the other General Plan elements is investigated further in this element.

Summary

Sections 2, 3 and 4 together form a statistical analysis of housing market activities in Butte County. Section 2 describes population growth in the County and the social-economic characteristics of the residents. The type, size and value of all housing units is presented in Section 3. In Section 4 an examination of several market indicators is followed by a summary of market conditions of pages 27 and 28.

Section 5 portrays the age and condition of the housing stock and then evaluates code enforcement and rehabilitation programs. Section 6 explains the natural and man-made limits on the location of housing. The impact of new housing on utilities and community facilities is explored in Section 7. The financial, institutional, social and political obstacles to filling housing needs are listed in Section 8.

Section 9 is a study of federal housing programs and possible local programs. Section 10 is a statement of local goals and policies concerning housing. After discussing the need for action, Section 11 presents the policy plan and implementation program of the Housing Element.

2. DEMAND FOR HOUSING

Numbers of Residents

<u>Year</u>	<u>Butte County</u>	<u>% of State</u>	<u>Growth %</u>	<u>State Growth %</u>
1930	34,093	.60		
1940	42,840	.62	26	22
1950	64,930	.62	52	53
1960	82,030	.52	26	48
1970	101,969	.51	24	27

According to U. S. Census figures, the population of Butte County has been growing steadily. The rate of growth has paralleled California's for every decade except the 1950's when the State grew twice as fast as the County. The State Department of Finance recently used housing construction data supplied by the County to develop an April 1, 1973 population estimate of 110,200.

Migration and Population Growth

How the population growth occurred is also significant. Population growth is the sum of the natural increase (births minus deaths) and net migration (immigration minus departures). The population of Butte County grew 19,939 from 1960 to 1970. According to Health Department statistics, the natural increase in this period was only 5,831. This means that 71% of the population growth can be attributed to net migration.

The common knowledge that people are moving into Butte County is substantiated by other statistics. An analysis of births and deaths shows that 92% of the 1970-73 population growth is due to migration. The 1970 Census discovered that 61% of the residents of Paradise had moved since 1965.

The decision to change residence is based on three conditions:
1) Negative qualities of the existing residence. 2) Attractions of the new setting. 3) Financial ability to make the move and continue to pay living expenses.

What is the nature of the current conditions that support migration into Butte County? 1) Urban residents are leaving the Bay Area and Southern California to escape crowds, traffic, smog and noise. 2) People are attracted to Butte County's fresh air, open spaces, forested mountains and recreational opportunities. 3) Many of the new residents are elderly retirees who can support themselves with pensions or other financial assets.

HOUSING UNITS REQUIRED BETWEEN 1970 AND 1980

Area	Est. Population Gain: 1970-80	Ratio of Pop. to Housing Units	Required No. of Units
Butte County	38,400	2.7	14,250
Biggs - City	400	2.9	130
Chico - City	7,500	2.9	2,570
" - Uninc.	11,500	2.7	4,250
Gridley - City	1,000	2.7	370
Oroville - City	1,500	2.6	550
" - Uninc.	3,500	3.1	1,100
Paradise - Uninc.	10,500	2.4	4,470
Other Unincorporated	2,500	3.1	810

Using recent growth rates and construction activities as a guide, estimates of the population of the County and its urban centers were developed for general planning purposes in 1971. The population gains shown for Chico, Gridley and Oroville also represent the projections made during the preparation of General Plans for those localities. The ratios between total population and numbers of housing units were computed from 1970 Census data. At the suggestion of the State Finance Department, the ratios used for 1980 are slightly lower than 1970's to reflect the trend toward smaller households. It was also assumed that the proportions of residents in group quarters and housing units would remain the same.

The estimates for housing demands are only approximations and do not consider several factors. First, increasing numbers of older units in the urban areas become obsolete and/or substandard in condition as the years pass. Such units eventually must either be repaired and brought up to housing codes or demolished and replaced. If present trends continue, less than 50 units a year will be demolished before 1980. The estimate of housing demand did not include the replacement of demolished units. Secondly, the estimate made no allowance for unoccupied units. However, the percentage of vacant units has dropped since 1970 and will remain low if population growth continues. A small part of the demand for housing can thus be met with existing units. A 1% decrease in vacancy rates in the County would mean the occupancy of about 400 previously vacant units. Since this trend could cancel out the replacement units needed, neither factor was considered.

Population Characteristics

According to the 1970 Census, 96.3% of the County's residents are white, 1.6% are black, 1.2% are of Asian descent and .9% are American Indians. About 70% of the blacks are concentrated in the Oroville area; very few in Biggs, Gridley, or Paradise. Analysis of Census data reveals only one other trend in the location of ethnic groups: the Chico area is the home of one-half of the Orientals in the County. The Spanish-American ethnic group (which can include whites, blacks or other races) comprised 5.1% of the population.

The median age of Butte County's population is 30.1 years, slightly higher than the State's 28.1%. The percentage of people in two age brackets, 16 to 21 years and over-55, is higher than State averages. The predominance in the younger category can be explained by the growing enrollment of California State University at Chico. The over-55 group has been enlarged by the migration of retirees from other parts of the State. In 1970, 24.8% of the County's residents were 55 years in age or older (as compared to 17.7% for the State). 26.3% of all households in the County are headed by someone 65 or over. The presence of the elderly is especially obvious in Paradise where 50% of the population were 49-or-older in 1970. If migration of retirees continues, the median age and proportions in the upper age bracket also will continue to rise.

Of the total population over 25 years old, 57.1% had graduated from high school and 11.0% from college in 1970. School enrollment rates for persons 16-21 years old were 75% for whites, 90% for blacks and 64% for other ethnic groups.

9.5% of Butte County families had female heads in 1970; for black families this was 28.9%. 47.6% of the families had children under 18 years old and 20.7% had children under 6 years of age.

Employment, Income and Poverty Indicators

People need a source of income to translate their housing needs into effect market demands. That source is usually paid employment. In 1970 the County's labor force consisted of 46.9% of the residents 16 years old and over. The County's occupational profile is similar to the State's, except that this area has a higher proportion of service workers and farm workers, both poorly paid occupations. In fact, low pay and low status jobs (also including non-farm laborers and private household workers) occupy 19.1% of the County's civilian labor force, but only 11.8% of the State's employed.

According to the California Department of Human Resources Development, Butte County is classified as an area of persistent and serious unemployment. Unemployment has been high in the Oroville area since the completion of the Oroville Dam. The unemployment rate has subsided to 8.6% as of May, 1973. However, this is still several per cent higher than State and U. S. rates.

1969 INCOME OF BUTTE COUNTY FAMILIES - 1970 CENSUS

	<u>Total</u>	<u>Black</u>	<u>Spanish-American</u>
	26,398	339	1181
	100.0%	100.0%	100.0%
Less than \$3,000	13.6% (3,597)	24.5%	12.6%
\$3,000 to \$4,999	15.8% (4,160)	27.1%	20.7%
\$5,000 to \$7,999	20.6% (5,451)	21.8%	23.1%
\$8,000 to \$9,999	12.8% (3,368)	19.8%	12.7%
\$10,000 and over	37.2% (9,822)	6.8%	30.9%
Median Income	\$7,995	\$4,822	\$6,953
State Median	\$10,732	\$7,483	\$8,791
% With Social Security Income	32.3%	44.7%	11.6%
% With Public Assistance Income	25.5%	60.2%	37.5%

1969 INCOMES BELOW O.E.O. POVERTY LEVELS - 1970 CENSUS

	<u>Families - By Size</u>						
	<u>Total</u>	1	2	3-4	5-6	7-8	9 or more
Less than \$2,000	7,531	5,773	1,082	477	125	43	31
\$2,000 to \$2,999	842	0	368	367	78	24	5
\$3,000 to \$3,999	352	0	0	159	148	38	12
\$4,000 to \$4,999	173	0	0	0	92	66	15
\$5,000 to \$5,999	80	0	0	0	0	61	19
	8,978	5,773	1,450	1,003	438	283	82

RATIO OF 1969 FAMILY INCOMES TO O.E.O. POVERTY LEVELS - 1970 CENSUS

	<u>Total</u>	<u>Black</u>	<u>Spanish-American</u>
	100.0%	100.0%	100.0%
Less than poverty levels	12.0%	30.3%	18.9%
1.00 to 1.99 of level	26.1%	42.5%	31.3%
2.00 to 2.99 of level	24.0%	13.6%	23.3%
3.00 or more of level	37.9%	13.6%	26.5%

The three charts on the previous page portray the actual and relative incomes of County residents in 1969. According to the first chart, black families have much lower average incomes than the white majority. Median incomes of Spanish - Americans fall between those of whites and blacks. The low percentage of Spanish - Americans receiving social security payments can perhaps be explained by the migration of the elderly of that group to Mexico upon retirement.

The bottom two charts compare 1969 cash incomes to poverty thresholds established by the Federal Office of Economic Opportunity. Generally speaking, the 1970 Census classified as "poor" those persons whose 1969 cash incomes were below the following levels:

<u>Family Size</u>	<u>Nonfarm</u>	<u>Farm</u>
1 person	\$1,840	\$1,569
2 persons	2,383	2,012
3 "	2,924	2,480
4 "	3,743	3,195
5 "	4,415	3,769
6 "	4,958	4,244
7 " or more	6,101	5,182

According to the charts, 5,773 unrelated individuals and 3,205 families (2 or more related persons) were poor in 1969. 12.0% of all families in the County were included in that group. Not shown is the extremely low average incomes of individuals; 5,773 or 46.8% of the 12,333 unrelated individuals had inadequate incomes in 1969. A total of 16,930 people were considered poor; this represents 16.0% of the County's total population. According to computations, 2.4 people was the average size of poverty-stricken families.

To further clarify the demand for low-cost housing, we can compare incomes to rents. Several federal housing programs assume that everyone should spend about 25% of their income for housing expenses. Applying this to Butte County incomes, we find that approximately 20% of all families and Spanish - American families and 35% of black families did not have the \$3,840 necessary to pay 25% for the 1970 County-wide median rent of \$80 per month. If we assume that the poor pay relatively more, say 50% of their income, 6% of County families still could not afford \$80 per month.

Another common guideline for judging housing expenses is that a family should not buy a house valued at more than 2 1/2 times their annual income. In 1969 about 35% of the County's families earned less than the \$6,400 required to purchase a \$16,000 house. 20% of the families were unable to buy a house valued at \$10,000.

POPULATION CHARACTERISTICS FOR COUNTY SUBDIVISIONS - 1970 CENSUS

Division	Total Population	Growth Since 1960	Black	Spanish-American	Median Age	Over 65 Years	Median Family Income	Families Below Poverty Levels	Population in Group Quarters	Persons per Household
Biggs	2,712	4.8%	1.1%	7.2%	30.1	11.1%	\$ 7,848	11.3%	1.0%	3.08
Chico (City)	19,580	32.7	.9	5.7	23.8	10.8	8,740	11.6	12.2	2.74
Chico Rural	24,102	23.2	.9	4.0	27.2	9.3	9,285	9.6	1.0	2.95
Durham	3,096	35.5	0	3.1	29.4	9.6	10,669	4.1	1.1	3.16
Feather Falls	939	-42.3	0	0	41.7	14.7	6,750	10.1	0	2.57
Gridley	7,808	10.6	.4	13.4	29.3	12.2	7,823	17.0	1.3	3.10
Oroville	21,060	15.6	5.7	4.4	32.5	14.2	7,852	14.5	2.0	2.79
Palermo	5,760	19.6	.6	6.6	32.7	11.2	6,601	15.9	1.1	3.16
Paradise	16,912	52.1	0	2.5	49.4	27.9	6,807	11.2	2.2	2.49

Each of the Census County Divisions is named for its largest town. All except the Feather Falls division include urban centers with at least a thousand people. The Chico division includes only the City of Chico. The population of the northerly divisions (Chico, Chico Rural, Durham and Paradise) grew much faster in the 1960's than the population of the southern areas of the County. The population of the Feather Falls division dropped 42.3% between 1960 and 1970 because of a drastic cut-back in lumber processing operations.

Except for the Oroville area, the percentages of black people are very low in the County. The Gridley, Biggs and Palermo areas have the highest percentage of people who speak Spanish or have Spanish names.

Median ages are low in Chico and the valley areas. The foothill areas (Oroville, Paradise and Feather Falls) have the greatest proportion of elderly residents. Paradise has one of the oldest populations in the State and easily leads both age categories.

According to Census figures, family incomes in the Durham and Chico areas are the highest in the County. Gridley, Palermo and Oroville have the largest percentage of "poor" families.

College dormitories and other student housing account for Chico's high percentage of residents in group quarters. Most of the other group quarters in the County are homes for care of the elderly and convalescent. Households are significantly larger in the valley areas than in the foothill areas.

Special Housing Needs

Migrant Farm Workers. Much of Butte County's peaches, almonds, olives, and other orchard crops are picked by migrant workers who follow the seasons and crops throughout California and the West. Since there is no local agency that comes in contact with all migrant farm workers and their families, an accurate count is not possible. According to estimates by the Rural Manpower Employment Division of the State Department of Human Resources Development, the numbers of workers are significant but declining. About 1,000 migrant farm workers a year are employed in the Gridley area as compared to 2,000 four years ago. The autumn olive harvest draws about 1,000-1,500 workers to the Oroville and Palermo area. It is estimated that 660 migrant laborers were in the Chico area in 1972 during the September harvest peak.

According to Rural Manpower representatives, the number of transient farm workers in the County is declining steadily. The mechanization of agriculture accounts for most of this trend; machines are replacing the pickers of crops all across the nation. However, the declining numbers of migrant workers in Butte County is also due to a local condition: a shortage of suitable housing. The Butte County Housing Authority estimates that the Gridley-Biggs and Chico-Durham areas each need at least 100 units of migrant housing. Rural Manpower staff believes the olive crop area also needs more housing. If the supply of suitable units decreases faster than the loss of jobs due to mechanization, the County's agricultural producers could face a shortage of harvest pickers

Characteristics of Migrant Worker Families at Gridley Migrant Family Housing Center in 1971

Total Families	- 77	Total Workers	- 138
Total Persons	- 366	Families Turned Away	- 28
Average Family Size	- 4.6	Average Stay	- 73 days
Average Income	- \$3,595	Median Income	- \$3,200

Ages: 0-15 yrs. = 48.3% 16-44 yrs. = 43.8% 65+ yrs. = 7.9%

Ethnic Background

Mexican	- 62.3%
Mexican-American	- 18.2%
Anglo	- 19.5%

Home Base

California	- 62.3%
Mexico	- 13.0%
Texas	- 7.8%
Arizona	- 6.5%
Other	- 10.4%

Migrant worker families have several characteristics which make it difficult for them to satisfy their housing needs. Very few landlords are willing to rent to transients who will rarely stay more than three months. Furthermore, migrant families tend to be larger than average, therefore requiring more space. And because migrant workers receive relatively low incomes, their prospects are dim for transforming their special needs into effective market demands.

College Students. According to the 1972 Report of the Chico Housing Task Force a critical shortage of college student housing exists in the Chico area. Full-time enrollment of California State University at Chico has risen from 9,661 in the fall of 1970 to 11,000 in 1972. Current plans would allow enrollment to rise to a maximum of 14,000 in 1980. University officials estimate that one additional staff person is also needed for each eight new students.

Less than 10% of CSUC students live at home. Most are without the use of an automobile and desire housing as close as possible to the college. Very few are able to pay more than \$100 per person for housing expenses. Most students would prefer living in small groups, but also need quiet and privacy for studying. The Housing Task Force discovered that students compete with the elderly and ethnic minorities for low-cost housing in the Chico area and that a group of three or more students can usually outbid a low-income family.

Butte College currently has an enrollment of about 4,200 students per term. Because of the abolition of military draft calls and increased enrollment openings at state colleges, the number of students at Butte College is expected to stabilize within a couple of years. According to a 1972 survey, more than 60% of the students live at home. 38% of the survey participants living in other Butte County communities would prefer to live in Chico.

The Elderly. 26.3% of the County's households were headed by persons 65 years of age or older in 1970. This figure will remain high as long as retirees continue to settle in Butte County. These senior citizens have conflicting housing needs. On the one hand, they are used to supporting themselves and living independently. On the other hand, many are dependent on public assistance and access to health facilities and public transportation. At least 400 elderly residents live in convalescent and rest homes.

The Chico Housing Task Force found that the majority of the area's senior citizens have annual incomes between \$3,000 and \$5,000 and reside in their own single-family dwelling in older areas. About one-third of the elderly families require and receive some form of welfare assistance.

Ethnic Minorities. Census statistics show the large families and small incomes of most minority groups when compared to the white majority. Competing in the housing market with their more affluent neighbors, they often are forced to pay a third or more of their income for housing of poor quality and insufficient space. Their housing needs are special only in the difficulty that they have in satisfying them. Discrimination and the concentration of minority groups are discussed in a later section.

3. SUPPLY OF HOUSING

Statistics from the April 1, 1970 Census present a good picture of the County's stock of housing units. Four-fifths of the area's households were located in single-unit structures. Most of the mobile homes are located in Paradise and other unincorporated areas.

In the provision of housing, the size of units is almost as important as the number. Housing units in Paradise and Oroville tend to have slightly fewer rooms than those in the remainder of the County. 54.6% of the County's housing units had five or more rooms.

INVENTORY OF HOUSING UNITS - 1970 CENSUS

Area Number of Units	Butte County	City of Biggs	City of Chico	City of Gridley	City of Oroville	Paradise (Uninc.)	Other
Total	38,110	373	6,583	1,311	3,291	6,253	20,
Seasonal	458	0	0	0	0	11	
Permanent	37,652	373	6,583	1,311	3,291	6,242	19,
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100
Single-unit Structures	80.8%	85.3%	70.5%	85.2%	70.0%	83.3%	84
Multiple-unit Structures	12.4%	11.0%	29.1%	13.8%	25.3%	4.4%	7
Occupied Mobile Homes	6.8%	3.7%	.4%	1.0%	4.6%	12.3%	8
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.
1 or 2 Rooms	6.4%	5.9%	8.3%	4.8%	10.4%	5.7%	5.
3 or 4 Rooms	39.0%	35.7%	34.0%	41.5%	42.4%	49.3%	36.
5 or 6 Rooms	46.0%	48.0%	47.7%	43.9%	40.4%	39.7%	48.
7 or more Rooms	8.6%	10.4%	10.0%	9.8%	6.8%	5.3%	9.
Median Number of Rooms	4.7	4.7	4.8	4.6	4.4	4.4	4.

Changes in the Housing Inventory from 1970 to 1973

Recent legislation requires the State Department of Finance to make an annual estimate of local populations for tax subvention purposes. These estimates are partially derived from data supplied by each county and city. The following charts summarize that data and offer documentation of recent construction trends.

HOUSING UNIT COMPLETIONS - UNINCORPORATED COUNTY

	4/1/70 to 4/1/71	4/1/71 to 4/1/72	4/1/72 to 4/1/73	Total 1970-73
Completed Units	860	919	1,106	2,893 (100.0%)
Singles	340	393	474	1,208 (41.8%)
Multiples	252	208	205	665 (23.0%)
Single mobile homes	276	318	426	1,020 (35.2%)

HOUSING INVENTORY CHANGES - APRIL 1, 1970 TO APRIL 1, 1973

Number Units	Area	City of Biggs	City of Chico	City of Gridley	City of Oroville	Paradise (Uninc.)	Other Unincorporated	Butte County
1970 - Permanent		373	65	1,311	3,291	6,242	19,852	37,652
Completions		35	765	35	21	964	1,929	+3,749 (100.0%)
Singles		35	180	35	9	--	1,208	+1,467 (39.2%)
Multiples		0	585	0	12	--	665	+1,262 (33.7%)
Single mobiles		0	0	0	0	--	1,020	+1,020 (27.1%)
Demolitions		-2	-40	-7	-36	--	-25	-110
Annexations		0	+117	+1	+16	--	-134	0
Losses		0	+7	0	0	--	-7	0
Change 1970-73		+33	+849	+29	+1	+964	+1,763	+3,639
Growth		8.8%	12.9%	2.2%	0	+15.4%	+9.0%	+9.7%
1973 - Permanent		406	7,432	1,340	3,292	7,206	21,615	41,291

"Completed" units are those built with permits; the completion date is the date of final inspection. "Completed" also includes the placement of "single" mobile homes constructed elsewhere. Because mobile units within mobile home parks do not need any county permits for set-up, they are not included in "Completed Units."

"Completions" and "Demolitions" refer only to those construction activities that were recorded with the County. April 1, 1973 is the date chosen by the State Department of Finance for its population estimates. Completions for the Paradise area are a rough estimate and represent one-third of the completions of the County's unincorporated areas.

Since three-fourths of the County's construction activity was in the unincorporated areas, the first chart shows yearly totals for just the unincorporated areas. The number of completions rose substantially each year for single-unit structures and mobile homes. Single mobile homes accounted for 35.2% of all new units in the unincorporated areas.

The nature of the housing stock is changing rapidly. Whereas 80% of the County's housing units were in single-unit structures in 1970, less than 40% of units added in 1970-73 were of that type. The proportions of new singles to new multiples varied by area. Biggs and Gridley added no multiples. New multiples were three times new singles for the City of Chico. Oroville added three more multiples than singles. The ratio of new singles to new multiples in the unincorporated areas was two-to-one. All 1,020 new single mobile homes were placed outside the incorporated cities.

Demolition of structures removed 110 units or less than 40 per year. Annexation and house moving transferred 141 units into incorporated areas. The 117 units annexed to the City of Chico represent many small annexations, usually involving one or two structures needing City sewer service.

Mobile Homes

The rapidly increasing numbers of mobile homes in the County is not just a local phenomenon. In 1971, California experienced an 87% increase in mobile home sales and mobile homes accounted for 34% of nationwide sales of single family dwellings.

The table below shows the rapid growth in Butte County. The number of occupied mobile homes in mobile home parks grew 40% or more than four times as fast as the total number of housing units in the County. It is obvious, though, that the fastest growing type of dwelling has been the mobile home on an individual lot; occupied single mobiles more than tripled in just three years. Mobiles in parks still outnumber singles but the gap is closing fast. If current growth continues, occupied mobile homes could go from 10% of occupied units in 1973 to 18% or more in 1980.

INCREASES IN OCCUPIED MOBILE HOMES: 1970-1973

	April 1, 1970	'70-'73	April 1, 1973
Mobile Home Parks	1820 (a)	735 (+40%)	2555
Single Mobiles	486	1020 (b) (+210%)	1506
County Total	2306 (c)	1755 (+76%)	4061

- Estimate from information supplied by state inspector.
1820 = 2600 spaces x 70% occupancy.
- Permits from Building and Health Departments.
- 1970 Census.

Both the State Vehicle Code and the Health and Safety Code define a mobile homes as: "A vehicle designed for human habitation and for being drawn by a motor vehicle." The average mobile home is no longer that mobile, being moved again only after 5 1/2 years. These "vehicles" are becoming permanent homes with 9 out of 10 mobile home owners listing them as their principal place of residence. Except for taxing purposes, mobile homes are more properly considered as "relocatable factory-built housing units." In size, convenience and comfort they are the equal of many of today's more expensive conventionally built houses.

Mobile Home Parks

As of April 1, 1973, 63% of the County's occupied mobile homes were located in mobile home parks. The following chart presents the numbers of parks, spaces, units and residents in the County at that time. Seventy-three parks were located in unincorporated areas, 30 in Paradise alone. The State inspector estimates that at least 300 spaces are presently under construction.

MOBILE HOMES IN PARKS - APRIL 1, 1973

	Parks	Spaces	Occupied Spaces	Occupied Units	Occupied Units/Spaces	Residents	Residents/ Occupied Units
	9	305	264	254	83%	439	1.73
Unincorporated	73	2709	2341	2301	85%	4339	1.88
Total	82	3014	2605	2555	85%	4778	1.87

The preferences of many County residents for living in mobile home parks have a variety of good reasons behind them. State laws allow the rental or lease of mobile homes for habitation only in mobile home parks. Anyone wishing to rent a mobile home and thereby avoid property maintenance can only do so in a mobile home park. Small lots and sites also minimize maintenance activities. Also attractive is the convenience of nearby recreation and laundry facilities. Some people, especially the retired and elderly, like the combination of ground-level single-family living and the nearness of compatible neighbors.

All mobile home parks must be registered with the County and State. Each creation or expansion of a mobile home park requires a use permit from the County Planning Commission. The County's development standards are concerned with the size of parks and sites, the circulation pattern, street access, fencing, drainage and utilities. A representative of the California Department of Housing and Community Development regularly inspects mobile home parks for their conformance with State standards of a similar nature.

Public Housing

The Butte County Housing Authority was established in 1948. Five commissioners, each appointed by a County Supervisor, are responsible for its operation. The commissioners hire an executive director and staff to manage the facilities.

"Conventional" public housing units are constructed by or for the Housing Authority to their specifications. New construction is financed by grants or loans from the U. S. Department of Housing and Urban Development. Under this program 170 duplexes of varying size were built in 1960-63. Fifty units are located in the Gridley area, 20 in Biggs and 100 in Chico. Ten of the Gridley units were especially designed for the elderly (no stairs and wide doorways).

Since 1969 the Authority has participated in another HUD program which permits it to lease 400 moderately-priced units throughout the County and rent the units to low-income tenants. 170 units are located in the Chico area, 170 around Oroville and 50 near Gridley. Twenty-four of the Gridley units and 60 of the Chico units are designed for the elderly. The 12 four-plexes for the elderly in Chico were built specifically for this program. The Authority is also working on a proposal to build and lease six four-plexes for the elderly in Paradise.

PUBLIC HOUSING UNITS IN BUTTE COUNTY

	Conventional	Leased	Total
Biggs	20	0	20
Chico	100	170	270
Gridley	50	50	100
Oroville	0	170	170
Paradise	0	24 (prop.)	24
Butte County	170	414	584

Migrant Labor Camps

Migrant workers and their families have several choices in housing accommodations: 1) Marginal rentals for transients in nearby towns 2) Recognized campgrounds or temporary campsites for tents, campers or mobile homes 3) Crudely furnished housing structures near production centers. Most observers agree that the second choice is becoming more common as more migrants acquire pick-up campers.

The State Labor Code defines a "labor camp" as "living quarters or campsites for five or more employees." Like mobile home parks, all labor camps must be registered with the California Department of Housing and Community Development. In Butte County there are approximately 26 camps with 18 agricultural camps actively registered. The Berkeley Olive Association camp houses 350 people; most of the others are small camps operated by one producer.

Butte County and the State of California have provided housing for migrant farm workers since 1937 near the bridge of the Oroville-Gridley Highway over the Feather River. Today the Housing Authority manages 140 units on the Gridley site. The Farmers' Home Administration financed the construction of 53 cement block duplexes in 1972. In earlier experimental programs the State of California helped build 34 single units. All 140 units are of permanent construction and are available to agricultural workers and other low-income families.

In an experimental program sponsored by the Federal Office of Economic Opportunity, 50 temporary cabins for migrant workers were put up on the Gridley site. These units cost \$1000 each and were built with plywood and paperboard. The "Flash Peak" Housing Program was discontinued in 1971 when the three-year grant ran out.

Student Housing

Most of the housing for students at California State University at Chico is supplied by private housing units rather than by organized group quarters. The following chart presents a breakdown of student residences based on information supplied by the student housing office and the City of Chico. The University system seems to have made a deliberate decision to turn over the responsibility for the construction of student housing to private developers. Dormitories now house about 16% of the students, as compared to 40% in 1966. According to the Report of the Chico Housing Task Force, much student housing is also in substandard condition.

RESIDENCES OF CSUC STUDENTS - APRIL 1973

Type of Housing	Number of Students	
Dormitories	1,762	(16.0%)
Craig Hall Complex	824	
Lassen-Shasta-Whitney Halls	938	
Sorority Houses (4)	75	(.7%)
Fraternity Houses (6)	78	(.7%)
Registered Boarding & Lodging Houses in the City of Chico (36)	314	(2.9%)
Live with Parents at Home (Est.)	660	(6.0%)
Other private units	6,349	(73.7%)
	11,000	(100.0%)

Residential Care Facilities

One unusual feature of Butte County's housing supply is the large number of group quarters where the handicapped, convalescing or elderly are cared for by a permanent staff. These facilities have a variety of names: care house, guest home, rest home, nursing home, convalescent hospital. A recent survey revealed that 1,068 County residents were housed in the 46 homes of this type. At least 50% of the residents were reported to be elderly. Eighteen homes were located in the Chico area, 13 near Oroville, 12 in Paradise and one near Gridley.

4. MARKET CHARACTERISTICS

The demand for housing is matched to the available supply through a series of commercial activities in the housing market. Examination of some of the market characteristics can indicate the relative strength of the demand and the adequacy of the supply.

Vacancy Rates

One of the most commonly used market indicators is the vacancy rate, the percentage of housing units that are both vacant and available for occupancy. This rate shows how closely the supply and demand for housing are matched at a certain time within a specified area. Although available units need not be vacant ones, the vacancy rate gives some idea of the housing ready to be purchased or rented.

AVAILABLE VACANT UNITS FOR SALE OR RENT - 1970 CENSUS

	Butte County	City of Biggs	City of Chico	City of Gridley	City of Oroville	Paradise	Other Uninc.
Units for sale only	446	4	48	12	51	61	270
Percentage ¹	2.0%	1.8%	1.5%	1.6%	3.2%	1.3%	2.2%
Units for rent ²	1,051	5	154	33	214	79	566
Percentage ³	7.7%	3.5%	4.7%	6.2%	12.9%	5.7%	8.6%
Vacant available	1,497	9	202	45	265	140	836
Percentage ⁴	4.1%	2.5%	3.1%	3.5%	8.2%	2.3%	4.4%

¹ Percentage of "Vacant for sale only" plus owner-occupied units.

² Includes units for sale or rent.

³ Percentage of "Vacant for rent" plus renter-occupied units.

⁴ Percentage of "Vacant available" plus all occupied units.

Many authorities feel that a vacancy rate of 5% is "healthy" in that it offers a prospective occupant a reasonable variety in his choice of housing. Butte County's vacancy rates seem to indicate a very tight market in 1970 for sales and normal rates for rentals. A comparison of rates by area shows a consistent pattern: Oroville and "Other Uninc." had significantly higher proportions of vacant sales and rentals than the other urban centers. Oroville's abundance of vacant units can be attributed to the several thousand people who left the area after the Oroville Dam was finished in 1967.

VACANT APARTMENT UNITS IN JANUARY

SURVEYS BY SACRAMENTO INSURING OFFICE OF FEDERAL HOUSING ADMINISTRATION

Percent Vacant	1970	1971	1972	1973
Chico area	.4%	.9%	3.3%	2.2%
Oroville area	8.8%	8.3%	2.1%	2.7%

Private apartment projects with 10 or more units are surveyed annually by FHA. Surveys cover projects between one and ten years in age and competitive older projects. Vacancy rates were extremely low in Chico in 1970 and 1971 but rose considerably in 1972 and 1973. The trend in the Oroville area was completely opposite as the high rates of 1970-71 dropped to normal levels in the next two years. A rise in vacancies such as Chico's is usually explained by increased construction rates, while Oroville's drop is probably due to faster population growth.

The California Department of Finance conducted a special census in the City of Chico in 1971 for population estimate purposes. Their surveys revealed that 3.5% of all housing units were vacant. This figure is 1.1% less than the 4.6% vacancy from the 1970 Census. Neither percentage is directly comparable to the chart on "Available Vacant Units" on the preceding page because they both include "unavailable" units awaiting occupancy, held for occasional use, being remodeled or off the market for any reason.

Many of the public officials and realtors interviewed in the preparation of this element were asked their impressions of current market conditions. Nearly all agreed that the housing market is much tighter in 1973 than it was in the Census year of 1970. The increase in demand was usually attributed to retirees and students.

Public Housing Waiting Lists

The demand for public housing units in Butte County is much greater than the supply. The Butte County Housing Authority reports that their waiting list for their conventional and leased units includes 600 families: 300 in the Chico area, 200 in the Oroville-Palermo area and 100 in the Gridley-Biggs area. At least 25 elderly families have signed up for the 24 units under construction in Paradise. According to Housing Authority staff, many prospective applicants are discouraged by the long lists and do not file an application. Thus the demand for public housing units is at least the total of the 700 families living in Housing Authority units, the 625 families on waiting lists and the unknown hundreds of other families who have made inquiries but have not applied.

Conditions of Occupancy

On April 1, 1970, 3,664 or 3.6% of the County's population resided in some type of group quarters (hospitals, convalescent homes, dormitories, jails, etc.). The 98,305 other residents occupied 34,910 housing units (separate living quarters with separate access, kitchen facilities and sleeping area).

Count of Occupied Units by Number of Persons in Unit

Total Occupied Units	Units With 1 Person	2	3	4	5	6	7	8+
34,910	6,849	12,734	5,198	4,706	2,937	1,373	603	510

Notice that units with two persons were the most common, followed by 1-person units, then 3, 4 and so forth.

Persons Per Household - 1970 Census

	Butte County	California	State Urban	State Rural
Average	2.82	2.95	2.93	3.18
Median	2.30	2.50	2.50	2.70

Both the average and median numbers of persons per household are lower for Butte County than for either urban or rural households state-wide.

Count of Occupied Units by Persons per Room

Persons per Room	County Total	County Urban	County Rural	County Black
00 or less	32,447 92.9%	21,480 93.9%	10,967 91.0%	422 88.1%
01 to 1.50	1,939 5.6%	1,140 5.0%	799 6.6%	44 9.2%
51 or more	524 1.5%	244 1.1%	280 1.1%	13 2.7%
Total	34,910 100.0%	22,864 100.0%	12,046 100.0%	479 100.0%

Because of varying numbers of rooms per unit, the statistics on people per room are a more accurate indicator of overcrowding than people per unit. The figures and percentages for 1.51 or more people per room are clear evidence of some overcrowding and a need by at least 524 families for units with more rooms.

Ownership and Tenancy

The housing market supply is actually split into two separate types of units. Most single-family dwellings and a few multiples are available only through purchase of property rights. Most multiples and a few singles are rented or leased. Only a few units on the market offer a choice of buying or renting.

There are several aspects of ownership and tenancy that everybody considers before choosing. Purchase of a home usually requires a down payment of at least 10% and the payment of compound interest charges for financing the balance of the contract price. House payments build up equity in the property and are usually recouped in a future sale. Home owners have the responsibilities of maintenance and taxes and the right to modify things as they wish. On the contrary, renter occupants have very limited property rights and gain no equity but they also have limited responsibilities for taxes and maintenance. Renters do not have the financial burdens of down payments, financing charges and contract liabilities.

PROPORTIONS OF SALE AND RENTAL UNITS - 1970 CENSUS

	Butte County	City of Biggs	City of Chico	City of Gridley	City of Oroville	Paradise	Oth Uni
Number of Permanent Units ¹	36,407 100.0%	367 100.0%	6,481 100.0%	1,284 100.0%	3,232 100.0%	5,972 100.0%	19, 100
Sale - Ownership	22,838 63.5%	226 61.6%	3,180 49.1%	754 58.7%	1,573 48.7%	4,590 76.9%	12, 65
Rental - Tenure	13,569 36.5%	141 38.4%	3,301 50.1%	530 41.3%	1,659 51.3%	1,382 23.1%	6, 34

¹ Does not include 1,255 other vacant permanent units awaiting occupancy, held for occasional use or not available for some other reason. Census did not determine ownership or tenure of these units.

According to the above chart, 36.5% of the County's housing stock were rentals in 1970. It is difficult to estimate the current percentage because of two opposing trends. First, larger proportions of multiples are being built, most of which are rentals. This is balanced by the rapid increase in the number of single mobile homes, very few of which are rentals. The distribution of rentals is similar to that of multiples in that Chico and Oroville have high proportions of both and Paradise has a very low percentage.

Market Prices

The simplest indicator of housing market conditions is the price of housing units. Changes in demand or supply affect purchase prices and rental costs as soon as such changes become evident to buyers or sellers. For example, asking prices for sales are often dropped if the house isn't selling and rental prices are usually raised to what the market can bear. The unit price is usually the only market characteristic that the consumer is really interested in.

VALUE OF OCCUPIED UNITS IN 1970

(U. S. Census - 25% Sampling)

	Butte County	Biggs	Chico	Gridley	Oroville	Paradise
<u>Owner occupied</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>
Less than \$5,000	3.5	7.6	1.7	3.9	3.5	1.5
\$5,000 - \$9,999	15.7	33.3	14.4	29.5	18.4	10.7
\$10,000 - \$14,999	25.1	26.2	22.5	31.7	38.6	26.0
\$15,000 - \$19,999	26.3	22.4	29.5	20.4	24.1	28.9
\$20,000 - \$24,999	13.3	5.7	15.2	7.0	8.6	16.4
\$25,000 - \$34,999	11.0	2.9	11.0	5.6	5.0	11.9
\$35,000 - \$49,999	3.8	1.9	4.4	1.3	.8	3.7
\$50,000 or more	1.3	0	1.3	.4	.9	.7
Approximate Median	\$16,000	\$13,000	\$17,000	\$13,000	\$13,000	\$17,000
<u>Renter occupied</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>
Less than \$40 rent	7.0	5.7	4.0	10.2	8.0	6.0
\$40 - \$59	17.1	20.5	13.4	37.4	18.9	16.7
\$60 - \$79	25.0	53.3	21.0	34.4	30.8	28.3
\$80 - \$99	18.5	16.4	20.4	10.4	21.3	22.0
\$100 - \$119	12.4	3.2	10.8	5.3	13.4	13.2
\$120 - \$149	11.9	.3	14.2	2.1	6.1	10.6
\$150 - \$199	6.8	.3	13.1	.2	1.0	2.8
\$200 - \$299	1.4	0	3.1	0	0	.4
\$300 or more	.1	0	.1	0	0	0
Approximate cash rent	5.8	11.5	3.2	5.3	3.3	8.5
Approximate Median	\$80	\$68	\$91	\$61	\$75	\$79

One conclusion is obvious from the above chart: Housing units command a higher price in Chico and Paradise than in the other cities. Because market characteristics have been changing rapidly in the past three years, Census data undoubtedly does not reflect current conditions. Therefore, local real estate boards and experienced brokers were asked for up-to-date figures.

<u>Location</u>	<u>Average Sales Value of Single Family House</u>		<u>Source</u>
Chico	\$25,000	1973	Real Estate Board
California Park	\$27,000 - 44,000 (new)	1973	Sales Office
Gridley	\$18,000 - 25,000	1973	Broker
Oroville	\$18,000 - 26,000	1973	Broker
Paradise	\$19,671	1971	Real Estate Board
Paradise	\$22,268	1972	Real Estate Board
Paradise	\$25,000 - 28,000	1973	Broker

The higher housing costs in the northern half of the county are shown on this chart, too. Comparison of these figures with 1970 median values would also seem to indicate a powerful inflationary trend. Since one set of values is for sales and one is not, the figures cannot be used to determine the exact annual rate of inflation. However, the average Paradise sales value jumped 13% in two years. It is thus likely that housing is increasing in value at least 5% annually.

Private Financing

The purchase of a home is usually made possible by securing a long-term loan from a private lending institution. To qualify for such loans an average purchaser must have a cash down payment of at least 10% and a secure annual income of at least one-third of the purchase price. Currently the typical terms of a single-family home purchase loan are according to the following format.

Savings and Loans - Single Family Dwelling

Prime Rate - 7-3/4% interest (May 1973)
 Amount of Loan - 80% of sale price (or appraisal)
 Length of Loan - 30 years
 Loan Fee - 1½ points + \$100

90% loans also available at 1/4% to 1/2% higher interest rate (10% cash down)

Prime property in Butte County is considered to be 3-bedrooms, 1-2 baths, in good condition and location, and approximately 1,150-1,200 sq.ft. in area.

Banks - Single Family Dwelling

Prime Rate - 7-1/2% (May 1973)
Amount of Loan - 70% of appraisal
Length of Loan - 30 years
Loan Fee - 1% + \$50 for appraisal

Prime property would be described by the banks the same as above for savings and loans.

For property not quite prime, banks have the following financing available.

7-3/4% interest - 25 year loan
Amount of Loan - 66-2/3% of appraisal
Same Loan Fee

To illustrate these financial terms in figures, the following is provided.

Savings and Loans

Prime property - single family dwelling - appraisal and sale price of \$24,000

\$24,000 sale/appraisal value
-19,200 80% loan
\$ 4,800 cash down

\$137.56 = monthly payment at 7-3/4% for 30 years
\$388.00 - loan fee (paid at time of securing loan)

\$24,000 sale/appraisal value
-21,600 90% loan
\$ 2,400 cash down

\$185.51 = monthly payment at 8% for 30 years
\$316.00 - loan fee

Banks

\$24,000 sale/appraisal value
-16,800 70% loan
\$ 7,200 cash down

\$116.48 = monthly payment at 7-1/2% for 30 years
\$218.00 - loan fee

\$24,000 sale/appraisal value
-16,000 66-2/3% loan
\$ 8,000 cash down

\$120.86 = monthly payment at 7-3/4% for 25 years
\$210.00 - loan fee

The above monthly payments do not include property taxes, insurance, or any special bonds which may be attached to the property.

Currently, prime interest rates have been slowly climbing from 7-1/4% (1972), to 7-3/4% (now), to perhaps 8% (mid 1973) for savings and loans. Higher monthly payments result, such as, for a \$19,200 loan at 7-1/4% interest (\$130.99); 7-3/4% interest (\$137.56), to 8% interest (140.89).

These increased loan amortization payments cause additional economic pressures on the household budget and also cause startling ultimate costs for a home. (30 year loan = 360 monthly payments, 8% [\$140.89] 7-1/4% [\$130.99] = \$9.90 difference a month, or \$9.90 x 360 = \$3,564.00 for a 30 year period).

Regional Market Analysis

Butte County's population has grown steadily in the near past and should continue to grow at a rate of 2.5% to 3.5% per year. Most of the growth can be attributed to the migration of people from California's large urban centers to a more rural setting. Immigration of retirees and lower birth rates have significantly raised the average age. Non-white ethnic groups represent a very small proportion of the population. Compared to State averages, unemployment rates tend to be high and incomes tend to be low.

The number of housing units in the County increased about 10% from 1970 to 1973. Detached owner-occupied single-family dwellings are the preferred type of unit, representing four-fifths of the housing stock. However, only one-third of new units are singles. Another third are rental apartments. Mobile homes, both those in parks and on individual lots, increased 76% in number in three years. The Butte County Housing Authority currently manages 530 units for low-income families and migrant workers; 600 more families are now waiting for vacant public housing units. Less than 20% of the students at California State University at Chico live in university-operated housing. About 1% of the County's population lives in 46 group care homes.

Lower vacancy rates seem to indicate a gradual tightening of the housing market in the County. Households tend to be small and rarely overcrowded. Housing costs have been low but are inflating as least as fast as other living costs.

Market Analysis by Area

Biggs is the smallest incorporated city in the County. Most of its economic activities are related to rice and other crops. Residential development has been slow and compact. Characteristically, large families own and occupy single-unit structures. In this case, very low vacancy rates indicate a slow stable market with very little speculative construction.

Chico is Butte County's largest housing market with an urban area

population of at least 40,000. High market prices and a low rate of vacancies are due to a very strong demand. Population growth has been 3 - 4% annually and should continue through this decade. Growth is based on a state university, orchard crops, wood processing and regional services. California State University at Chico now enrolls 12,400 students, less than 20% of which live in college-operated housing. 12% of the City's residents occupy group quarters such as dormitories, fraternities, sororities, boarding houses and rest homes. Students from CSUC and nearby Butte College can pool resources and usually outbid low-income families. Average incomes are the County's highest. Dwelling units tend to be either multiples or large singles. 40% of the County's public housing units are located in the Chico area. Market demand is temporarily increased each year by the presence of migrant farm workers. Generally speaking, the market is tight, growing and varied, and could readily absorb most types of units.

Gridley is a valley agricultural center in the southwestern part of the County. Residents in the area number about 8,000 and have increased about 2% annually. 13% of the residents were classified as Spanish-Americans by the 1970 Census. About 1,000 migrant laborers are employed in Gridley-area orchards each year. The area has both the lowest average incomes and lowest rents in the County. The ratio of apartments to all units is very low. The Gridley area needs low-cost singles and multiples for low-income families.

The Oroville area slumped economically after the Oroville Dam was completed in 1968. However, fueled by recreation, retirement and wood processing, the economic situation has improved and stabilized considerably. Residential development has expanded rapidly in the foothills and other unincorporated areas. The very high vacancy rates of 1968-70 have subsided to normal levels. A high proportion of the area's units are mobile homes or rental apartments. Oroville has the highest concentration of black people in the County. The fall olive harvest draws about 1,000 migrant workers to the area. Like Chico, the Oroville housing market could absorb a variety of new units. The most pressing need is for low-cost housing.

Paradise is unusual in several ways. Between 18 and 26 thousand people (depending on whose estimate) live in 17 square miles of rolling pine forest in the County's northern foothills. The area is presently unincorporated but has domestic water service. As there is no industry and only a few commercial orchards are left, the economy is completely geared to outside income and residential services. One-half of the residents are retired and over 50 years old. The population is nearly all white and growing at least 5% each year. As there is no sewer system, there are very few apartments or public housing units. About one-quarter of the housing stock is mobile homes; 950 of these are located in 30 licensed mobile home parks. Residential development will undoubtedly continue at a rapid rate until limited by availability of water or sewage disposal problems. New housing in Paradise designed for the elderly or small families can be marketed easily.

5. STABILIZING HOUSING CONDITIONS

Cost Versus Condition

As the costs of financing and construction increases and new housing becomes more difficult to produce, the nature of the County's existing housing stock becomes crucial. Because of age and outmoded appearance and design, some existing housing units are sold or rented at lower prices. Indeed, unit values seem to go down steadily with age. Older homes in poor condition make up a large part of Butte County's low-cost housing.

Unfortunately, as housing ages, its physical condition also deteriorates. Physical materials become weaker with age; wood rots, paint peels, plumbing rusts and foundations crack. These threats to health and safety are often combined with original structure, lay-out, plumbing and wiring that are inadequate to today's needs. The maintenance and repair of older homes can be avoided and passed on to the next owner or tenant. This neglect will eventually result in demolition or costly renovation when the unliveability becomes excessive. Thus, housing conditions are important factors in determining the availability and cost of housing.

Age of Housing Stock

The following chart shows the ages of the County's housing stock according to the U. S. Census of 1970. Information was not available for Biggs. South Oroville, an unincorporated area with boundaries designated for statistical purposes, was included because of the common belief that many of its housing units are in poor condition. Paradise has by far the youngest housing stock, Gridley the oldest. "County Urban" includes Paradise, Palermo and five other unincorporated areas adjacent to Chico or Oroville. The County's urban and rural areas have housing inventories of very similar age characteristics.

AGE OF UNITS BY DECADE - 1970 CENSUS

	Chico	Gridley	Oroville	South Oroville	Paradise	County Urban	County Rural	Butte County 1960 Census	Butte County 1970 Census
0-10 years	23.2%	11.4%	23.1%	20.7%	38.0%	29.2%	30.7%	37.6%	29.7%
10-20 years	19.8%	18.5%	21.2%	23.3%	33.5%	27.2%	25.0%	25.1%	26.4%
20-30 years	15.3%	17.8%	14.6%	26.2%	18.0%	16.9%	19.0%	37.3%	17.5%
30+ years	41.7%	52.3%	41.1%	29.8%	10.6%	26.7%	25.3%	37.3%	26.2%

Comparison of the age profiles for different Census years shows the relationship of new construction to the older units. A steady rate of growth would mean a larger number of new units each decade, but the same percentage of new units at each Census. The larger the housing stock, the more difficult it is to provide enough new units to replace the oldest category.

The differences in the last two columns of the above chart reflect the different growth rates for each decade. The high percentage of new units (0-10 years) in 1960 is an indication of the rapid growth and open market of the 1950's. The lower percentage of new units in 1970 is due to the slower rate of construction and growth in the 1960's.

Housing Conditions

Both the 1960 and 1970 Censuses provided indicators of the physical condition of the housing supply. The only way to accurately determine the actual condition of every housing unit is through a house-to-house survey by qualified inspectors. Unfortunately, financial limitations have prevented public agencies from conducting such surveys.

In 1960 all Census takers were given brief instruction in judging housing condition. Each unit was classified according to the following terms:

Sound: Housing which has no defects, or only slight defects which normally are corrected during the course of regular maintenance.

Deteriorating: Housing which needs more maintenance than would be provided in the course of regular maintenance. Such housing has one or more defects of an intermediate nature that must be corrected if the unit is to continue to provide safe and adequate shelter.

Dilapidated: Housing which does not provide safe and adequate shelter and in its present condition endangers the health, safety, or well-being of the occupants. Such housing has one or more critical defects; or a combination of intermediate defects in sufficient number or extent to require considerable repair or rebuilding; or of inadequate original construction. The defects are either so critical or so widespread that the structure should be extensively repaired, rebuilt, or torn down.

A significant measure of housing quality is the presence or lack of piped hot and cold water, flush toilet and a bathtub or shower. The three condition categories have been combined with the plumbing characteristics to yield two more significant classifications.

Major Rehabilitation: Sound, lacking some or all plumbing facilities or deteriorating, with all plumbing facilities.

Replacement: Deteriorating, lacking some or all plumbing facilities and dilapidated.

CONDITION OF HOUSING STOCK - 1960

	Chico	Gridley	Oroville	So. Oroville	Paradise	Butte Co
Sound - with all plumbing	4,007 73.7%	889 71.3%	1,533 60.8%	786 55.4%	3,206 85.4%	22,986 73.0%
Sound - lacking some or all plumbing	106 2.0%	4 0.3%	42 1.7%	39 2.8%	50 1.3%	1,096 3.5%
Deteriorated - with all plumbing	895 16.5%	240 19.3%	658 26.1%	335 23.6%	394 10.5%	4,151 13.2%
Deteriorated - lacking plumbing	89 1.6%	20 1.6%	89 3.5%	50 3.5%	33 0.9%	947 3.0%
Dilapidated	335 6.2%	93 7.5%	200 7.9%	208 14.7%	72 1.9%	2,314 7.3%
TOTAL UNITS	5,432 100.0%	1,246 100.0%	2,522 100.0%	1,418 100.0%	3,755 100.0%	31,494 100.0%
Major Rehabilitation	18.5%	19.6%	27.8%	26.4%	11.8%	16.7%
Replacement	7.8%	9.1%	11.4%	18.2%	2.8%	10.3%
TOTAL SUBSTANDARD	26.3%	28.7%	39.2%	44.6%	14.6%	27.0%

Because of its rapid recent growth, in 1960 Paradise obviously had the soundest housing stock of those described in the above chart. Though not the oldest, the housing stock in the City of Oroville and South Oroville had the highest proportion of substandard units.

For several reasons we can assume that the number of substandard units today is at least as great as in 1960. Due to a lack of code enforcement programs, reported demolitions of substandard structures have been very few. As there have been no organized rehabilitation programs in the County, voluntary efforts by individual owners must account for any improvements in the conditions of units. Many units undoubtedly fall into disrepair each year; the numbers of substandard units tend to increase as the housing stock ages. It is thus likely that substandard units increased in number. Estimating any changes in the percentage of substandard would be speculation based on the age profile of the housing stock.

Building Codes

The State Housing law and related administrative rules and regulations of the Health and Safety Code set forth the minimum requirements for dwellings, apartment houses, hotels and motels. Cities and counties are required to enforce the State law or local statutes adopted according to State enabling legislation. Local building or health departments are also required to enforce State or local ordinances regulating the maintenance, use and occupancy of housing units.

The incorporated cities and the County of Butte have all adopted uniform codes developed by national associations. For example, Butte County has adopted the Uniform Building and Mechanical Codes of the International Conference of Building Officials, the Uniform Plumbing

Code of the International Association of Plumbing and Mechanical Officials, and the National Electrical Code of the National Fire Protection Association. Local governments usually adopt code updates and changes after their approval by the National Association.

The State Department of Housing and Community Development regulates directly the construction, wiring, heating and plumbing of vehicle dwellings such as mobile homes, travel trailers and recreation vehicles. The design of each model must meet special building standards that are somewhat less stringent than conventional code. HCD also applies Uniform Building Codes in its inspections of modular and factory-built housing.

Code Enforcement

Building codes are useless in maintaining housing conditions if they are not enforced. Currently, neither the County nor the cities have a complete system of inspecting all housing units and enforcing building codes. The City of Chico is considering a Chico Housing Inspection Program of inspections, code enforcement and rehabilitation assistance.

Building codes are applied to most structures only during the original construction. Several cities periodically inspect businesses and apartment buildings for fire hazards. Codes are usually applied to major rehabilitation only when assessed value would rise 50% or more. Inspections of existing units otherwise are performed only upon complaint. Complaints are handled by the County Health Department, by building inspectors or by fire marshals.

Rehabilitation Programs

Many cities have had code enforcement programs with little improvement in structural conditions. The poor results can be legitimately blamed on the home owner's lack of funds to make the necessary repairs. Owner-occupants of substandard single-family dwellings often have low incomes or large families. To be effective, a code enforcement program must be combined with at least some of the elements of a well-organized rehabilitation program: inspections and estimates by experienced advisors, volunteer labor by neighbors or students, low-interest loans, support of local government community organizations, and cooperation of public officials and inspectors.

The preceding improvement program should be developed with cooperation from the legal enforcement officials, and also with concurrences and advice from a housing advisory committee.

Concentrated Code Enforcement Program - After a workable program for county and community improvement has been adopted and a systematic inspection program has been delineated, then certain specific areas within the county should be closer analyzed to determine whether or not a federally-assisted code enforcement program (FACE) is feasible. The FACE program established rehabilitation financial assistance to homeowners at very desirable interest rates and loan conditions for improving their properties.

Other Financial Methods - If federal funding programs for rehabilitation are not available or if the community prefers not to seek federal assistance, investigation of rehabilitation money from the private sector should be explored. Currently, cities and counties across the nation are investigating savings and loans and local banking institutions for funding local rehabilitation loan programs.

Available monies being returned to the county through revenue sharing and the Better Communities Act should be given high priority in establishing code enforcement programs and rehabilitation monies.

Mobilehomes - Enforcement of the Mobilehome Park Law is necessary to protect the public health and safety of occupants and to keep the location of the housing stock from deteriorating. Enforcement of requirements for mobilehomes located in subdivisions or on individual lots or parcels of land is also necessary.

Pending state legislation would provide administrative regulations for regulating substandard mobilehomes similar to substandard regulations affecting dwelling units. Consultations by county and local building departments with representatives of the State Division of Codes and Standards should be made to determine a total program for conservation and rehabilitation of existing mobilehome stock.

Housing Technical Advisory Committee - A committee of representatives from the county health department, city and county building departments, city and county planning departments, and fire services should be established to work towards updating and adopting model building codes on a uniform basis for all the cities and the counties. Latest additions of the recognized uniform model codes should be adopted and include uniform building code, uniform housing code, uniform mechanical code, uniform plumbing code, national electrical code, and the uniform fire code.

County Building Inspection Coordination - It is necessary that the building department, housing department (health department), planning departments, and fire service departments coordinate their objectives and goals and work closely together to stabilize the housing inventory

Rehabilitation and Urban Development Patterns

If the county and the cities in Butte were to initiate steps to improve and prevent decay of the existing older housing units, what affect would this have on the current and future development patterns. There are many possibilities and a few are listed below:

- 1) There would be less pressure for urbanization of outlying present open lands.
- 2) Through improvements to existing dwellings, a broader more productive tax base could be realized from existing developed housing areas.
- 3) Land which is now in older central city areas and zoned for multi-family use would be utilized for lesser density uses which would be accommodated in the existing structures.
- 4) More multi-family uses would occur in outlying areas because the existing central area units would not be so readily repaired by apartment construction or increased densities.
- 5) Community service costs could be less for the existing housing is already served by urban utilities on smaller lot sizes than contemporary subdivisions.
- 6) With the improvement of existing dwellings, a more diverse socio-economic grouping would occur in the central older areas. Also, a greater housing selection choice would be available for all residents.
- 7) With improved housing quality in older areas, present vacant building sites are more likely to be developed for new housing. Presently, there is a reluctance to build newer, more expensive housing in neighborhoods where the future development quality is questionable from an investment point of view.
- 8) A more "urban" life style would occur in Butte County for the existing platted smaller lot sizes which would create more density on lesser amounts of land than the current 1/4 acre lot sizes of newer development practices.

6. BUILDING SITES

Inseparable from housing costs, homeownership opportunities, and finding a decent place to live are the multitude of diversified aspects of the land.

Land costs, its physical condition, location, ownership patterns, assessment and taxation procedures, development opportunities, land division and subdivision policies and requirements are a few of the many concerns in relating land to housing costs. In simple real economic terms, the price of land will determine what will be built on it and how much the housing will cost.

Endless interests and policies affect the land. Environmental concerns, aesthetics, air and water resources, sanitation requirements, the developer's or owner's profit motive; all these and many more come into action in preparing a building site.

Land in Butte County can be classified as follows - public lands and private lands. The county has an area of 1,665 square miles or 1,054,320 acres. A percentage of land breakdowns would be:

21%	- Government Ownership (federal, state, county, local)
34%	- Mountains (unsuitable for development)
24%	- Intensive Agriculture
21%	- Urbanized Areas
100%	

Considering the lands owned by the government, the mountainous lands (too steep and difficult for development) and the lands in intensive agriculture (reserve for raising crops), the impacts on land suitable for development can be seen. Recent policies in the county have been to encourage development in the foothills east of the existing cities rather than encouraging development on the valley floor's fertile agricultural lands.

The Butte County General Plan prepared for the Butte County Association of Governments in 1971 establishes goals, policy, criteria for the land subdivision process and utilization of the county's land. Design and development standards for subdivision, subdivision design, street patterns, etc., are clearly set forth. Good design standards are needed to create a positive living environment.

Development procedures for particular areas should be carefully developed and considered. Any development in the foothills and mountainous areas, for instance, should weigh the following:

Foothills and Mountainous Areas

Beneficial Environmental Impacts

Positive environmental impacts may be achieved through proper planning and design of urban development. Well-conceived plans and designs can reduce flood, fire, and erosion hazards, minimize wildlife habitat disturbance and increase recreational opportunities while properly located development in the foothill and mountainous areas can serve to conserve prime agricultural land in the valleys.

Detrimental Environmental Impacts

- Accelerated erosion and sedimentation
- Loss of vegetative cover
- Polluted water
- Loss of fish and wildlife
- Overuse and loss of recreational areas
- Diminished surface water
- Reduced groundwater recharge
- Reduced storage capacities in reservoirs
- Increased flood hazard
- Diminished grazing and timber lands
- Scarred landscape
- Greater fire hazard
- Loss of multiple use of land resources
- Changed plant communities
- Severed access to public lands, streams and lakes
- Intensified air pollution

Development plans in other areas should be reviewed according to criteria developed for the specific, unique, resources and characteristics of that particular area.

Methods of Land Division

Currently, land is divided for sale in three ways; (1) under the provisions of the State Subdivided Lands Act; (2) under the provisions of the State Subdivision Map Act; and (3) by lot splitting.

The Subdivided Lands Act, administered by the Department of Real Estate, is concerned with consumer protection. Before a developer can sell a subdivision lot, he must obtain a public report from the Real Estate Commissioner. This report informs prospective first buyers about their rights and obligations, the provisions, if any, that have been made for public utilities, warns of hazards, and provides other useful information.

Once a development is approved at the county level, the Department of Real Estate must issue a public report at the request of the developer, provided that there are no grounds for denial.

Most grounds for denial are based on protection of the public from fraud or inadequate financing by the developer.

Under the Subdivision Map Act, authority over zoning, land use, and the design and layout of subdivisions, is generally vested in local governing bodies. Local government has the responsibility for approving tentative and final subdivision maps on which parcels are divided into five or more lots. Thus, in most cases, after approval by the local unit of government, the Department of Real Estate prepares a public report which has to be issued to the first buyer.

In 1970, a special category of subdivisions within the Subdivided Lands Act called "Land Projects" was established. These are rural developments consisting of 50 or more parcels without residential or other building improvements.

Lot Splitting

Through minor land divisions or "lot splitting", a legal parcel can be divided into 4 or less new parcels. Standards for access and improvements are determined by local governments. Requirements are usually less stringent for land divisions.

Lot splitting makes it possible to create a subdivision without filing a subdivision map. A parcel is divided into four lots, then each new parcel is redivided into four or more lots. The process continues until the smallest parcel is achieved and a subdivision is formed.

While lot splitting relieves a landowner of considerable work and expense necessary to dispose of a part of his land by subdivision, the lack of regulation of the development of the new parcels often leads to a number of abuses. The abuses inherent in the practice, center mainly around the fact that the lot splitting is often done to avoid subdivision regulations.

In many instances, the design of the developments and the construction practices used to complete them are not regulated with ordinances. Lots and roads are established without regard for topography. Of great concern to local officials is that they have absolutely no control over the roads (type, surface, construction and maintenance) that serve the lot splits.

In a recent state study, it was found that many counties have ordinances regulating lot splitting. In the counties that do, most of the same restrictions imposed on subdivisions are imposed on lot splits. A few counties limit the number of times a parcel can be split. In any case, the purpose of orderly development and non-damaging construction practices would be benefited by bringing all land division under local regulation.

Historically, the Real Estate Commissioner, in enforcing the Subdivided Lands Act, has taken the position that this method of lot splitting creates an illegal subdivision. He has brought numerous legal actions, both administrative and criminal, and in most cases has been sustained by the courts.

Many local officials believe that the recent Public Utilities Commission requirement that all subdivision utilities be placed underground will greatly accelerate the amount of lot splitting. Because of the great expense to install utilities underground to serve a few lots, many small developers are resorting to lot splitting instead of subdividing.

Counties with strict subdivision ordinances may be encouraging an increase in the amount of lot splitting.

Accompanying the above methods of land division process are two other important sets of regulations created and adopted by the local authority. They are zoning ordinances and subdivision ordinances.

Zoning ordinances are legal tools with which local government can implement a general plan. A landmark decision was rendered in 1926 when the U. S. Supreme Court found that the restriction of land use by zoning is a legitimate use of police powers. Zoning ordinances now form a part of the body of law at the local level. Zoning now must also be consistent with the general plan.

For zoning to be successful, there must be a combination of enlightened planning, good administration, and a knowledge of what is required for good environmental practices.

Development should be severely limited in areas with excessive slope or unstable soils. Sound planning, reinforced with environmental impact studies are steps necessary to provide long-range protection of the soil mantle and vegetative cover.

Zoning has been used as the tool to preserve open space and agricultural lands; to limit densities; or to preserve unique values. Monterey County maintains coastline scenic values with zoning. Napa County prohibits urban development of certain agricultural lands, and Tulare County limits densities on steep land by applying a slope-density criterion.

Zoning is effective when the general plan upon which it is based, reflects current policy and states clear objectives. It is also most effective if zoning changes are minimal. Since zoning ordinances implement general plans, which reflect public policy, zoning changes should be granted only after public hearings supported with adequate information on the impact of the zoning changes on the natural resources.

In Butte County, the county has its zoning ordinance with its unique districts and zones, as does its incorporated cities of Chico, Gridley, Biggs, and Oroville. Rapidly growing unincorporated Paradise operates within the county zoning ordinance.

Each city has its right to adopt zoning unique to its desired way of life and general plan, but all these different districts and zones often complicate the building process. Setbacks, lot coverage, etc., that may be required in one city are often different in another city. Thus confusion is created to the builder who may be developing housing in many cities throughout his market area. These conflicts result in construction delays, confusion to the site planner or architect, and these constraints add to the consumers purchase price. Area zoning ordinances should have similar districts and requirements.

Subdivision Ordinances

Subdivision ordinances regulate street design, sewer or septic tank design, lot sizes, building setbacks distances, and other physical aspects of subdivision construction. It is with these ordinances that local government provides a measure of control over the practices that ultimately will determine the impact of urbanization on the soil and vegetation.

Such measures of control are usually adequate when applied to primary-urban development on flat land subdivisions. When development takes place in the foothills and mountains, ordinances may not be adequate to regulate design and construction practices in such a way as to prevent adverse impacts on the soil and vegetation.

Ordinances for mountain and foothill lands must be tailored to each area's environmental characteristics. Progress in this direction is being made in some counties where foothill and mountainous terrain are recognized as requiring special development treatment. Most counties have no special regulations or they only provide lot size standards based on slope-density or septic tank criteria. Good subdivision ordinances should not be so restrictive as to inhibit innovative design layouts.

As these regulations, policies and criteria are implemented in the land dividing process, one can see how the land prices continue to escalate. With this escalation goes all hope of providing building sites for low and moderate income housing.

Also in an attempt to create low cost building sites, environmental values should not be forsaken. Alternate ways and policies will have to be developed to encourage sites for low and moderate income housing to be designed into the land division process.

Current Subdivision Activity in Butte County

The cost of housing has direct relationship to the price of the land and the lot. In Butte County, information of recent subdivision activities are shown below.

961 Parcels created by the lot splitting process since March 2, 1972.

5541 Parcels created by filed subdivision maps since 1968.

Major Subdivisions

3683	parcels	Paradise Pines, April 1970 - October 1971
185	"	Sierra del Oro, June 1968 - September 1969
303	"	California Park, June 1972
301	"	Kelley Ridge, October 1970
250	"	Camelot-Spring Valley Ranch, September 1971
76	"	Merry Mountain Village, October 1968 - August 1972
5541	parcels	

4000 parcels Yankee Hill - Lake Oroville. A tentative map has been submitted to the County Planning Department for review.

7. IMPACT OF NEW HOUSING

As new development occurs in Butte County, what is its effect on fulfilling existing housing needs; the cost of county services; the need for new roads, fire stations, sewerage, and water treatment facilities; and other required urban facilities and services?

To date, not much thought has been given to growth policies in Butte County. In the Butte County General Plan prepared in 1971 on pages 3.7 and 3.8 "Future Growth - An Asset or a Liability" is briefly discussed. The ramifications of growth are diverse and complex. How the impacts of growth and its influence on the housing supply and the county centers on a brief analysis of two current large subdivisions in the county - Paradise Pines and Kelley Ridge.

Paradise Pines

Master planned for a total 3900 lots, this 2100 acre subdivision will ultimately use 1200 acres for developed lands, and 900 acres for open space and recreational uses. The final subdivision is made up of the previous subdivisions of Sierra del Oro and Firhaven. Housing types allowed in this development are mobilehomes and conventional dwellings. Lot sizes are approximately 1/3 of an acre in size or 10,000 square feet minimums.

Subdivision improvements are being installed by the developer and improvement bonds for roads, water and storm drainage are added to the lot purchase price. The subdivision utilizes septic tanks for sewer disposal. Originally thought to be a recreational community, the subdivision is now more oriented to the senior citizen and the retirement market.

The subdivision has been building out at a rate of 4% per year. Of the existing new dwellings, 95% are mobilehomes, though ultimately it is thought by the developer that the final building activity will result in 25% conventional dwellings, and 75% mobilehomes. There is also an increasing interest in factory-built housing.

Currently, it is estimated that 170 lots contain housing units and the population of Paradise Pines is 350 persons. The ultimate population is projected for 10,000 persons. Based on the current build-out factor, the developer anticipates that the ultimate population will be realized in 25-30 years.

Building sites range from \$6,500 to \$13,000 and are financed by the developer at interest rates from 7½% to 8½% depending on the

amount of the down payment - 10% to 30% down and the length of the note is for 12 years. The buyers profile is a typical household size of 3.1 persons, ages 55-65 years, income of \$13,000+, and the buyer plans on utilizing the building site for retirement use and will prefer mobilehome living. The minimum mobilehome size permitted in the subdivision is 400 sq.ft., and most of the existing mobilehomes are doubles 24 x 60 and average \$25,000 in cost.

Prior to this subdivision development, the land was assessed at approximately \$150 per acre or a tax value \$315,000 to the county. Based on 4000 lots at \$7,000 average sale price, the subdivision now would have a market assessment of \$28 million dollars.

Kelley Ridge

Located near Lake Oroville, Kelley Ridge's 500 acres are master planned for a total of 1400 lots with 301 lots currently developed. Originally planned for conventional homes, the development is now oriented to mobilehome living. A 3-year phase-out program is planned based on 500-600 lot sales per year. With 1400 lots, it is assumed that an ultimate population of 3500 persons will live within the subdivision and 95% of the housing units will be mobilehomes. Currently, 110 lots of the first units 301 lots have been sold.

The minimum lot size is 6500 sq.ft. and continue up to an acre in size and the lots sell for \$8,000 - \$11,000. Open space and recreational facilities are designed into the subdivision.

Only double-wide mobilehomes are permitted in the subdivision. Lot sale financing is available at 7½% to 8½% interest, 10% - 30% cash down and the note is for 12 years. The buyer's profile indicated by the developer is typically a 50-60 year old couple planning on retirement housing and living.

Prior to acquisition for subdivision purposes, Kelley Ridge's land was assessed at \$500,000 market value. It is now assessed at approximately just over \$1 million - \$1,150,000.

The above subdivisions indicate the typical larger land development occurring in Butte County in recent years. An exception to the mobilehome oriented subdivision would be California Park in Chico. This 8500 acre development with its 3500 acres of developed land and 5000 acres used for recreational-open space lands could have an ultimate population of 24,000 persons accommodated in conventional dwellings ranging from single family units, apartments, townhouse condominiums and mobilehomes. Housing prices currently

range from \$26,450 to \$44,950. This subdivision, because of difficulty in obtaining and separating county and city budget information, was excluded from the impact and cost analysis of new development.

From the above information, one can see the spectacular rise in land values and the increase in the tax returns from the land and improvements to the county tax collector. What is not so evident is the rising costs in the county's budget to accommodate this growth. With the above subdivision in their early growth stages with just a small number of existing residents demanding services and facilities, the future holds increasing amounts of the county's budget to service the ultimate populations.

In the Paradise Pines area, County Service District #4, drainage had a \$2,500 budget in 1970-71. In 1973-74, the proposed budget is \$11,600. The Paradise Recreation and Park District has increased from \$184,818 in 1970-71 to a proposed budget of \$225,286 for 1972-73. The Kimshew Cemetery District accounts for a \$11,000 budget in 1970-71 and \$16,650 approved for 1972-73. The Magalia County Water District showed a budget decrease from \$10,533 in 1970-71 to \$9,000 approved for 1972-73.

The Paradise Unified School District shows expenditures of \$2,051,633 in 1970-71 and \$3,029,683 proposed for 1973-74. The building and subdivision section of the Department of Public Works was \$130,171 in 1970-71 and approved at \$171,412 in 1972-73.

In the Kelley Ridge area, a survey of special districts affecting the area conclude the Feather River Recreation District with a budget in 1970-71 of \$74,025 and \$85,510 approved for 1972-73. The North Burbank Public Utility District had an operating budget of \$31,000 in 1970-71 and \$86,654 in 1972-73, and the Pioneer School District's expenditures in 1970-71 were \$44,884 and in 1972-73 proposed at \$92,899.

The above information provides a sample of increasing community service costs to accommodate this small amount of new development. To determine how growth affects a county, other studies have been done which illustrate this significance.

In Plumas County, a Taxation Impact Study was conducted by the planning department in 1972. This study showed clearly the sources of tax revenues, where they were expended, and from what land classification.

PLUMAS COUNTY TAX DOLLAR EVALUATION, 1971

<u>Land Class</u>	<u>Portion of Local Taxes Paid</u>	<u>Portion of Benefits Received from Local Taxes</u>	<u>% of Total Private Land</u>
Timber	11.3%	1.2%	67.4%
Industrial	5.2	4.1	0.1
Agriculture	2.8	2.4	20.3
Commercial	8.0	5.6	0.2
Residential	21.0	82.7	2.1
Utility	48.5	3.6	0.1
Other	3.2	0.4	9.8
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

Analysis of this table shows that 3 classes of land result in taxes approximately equal to the benefits received. These are Industrial, Agriculture and Commercial. Three classes of land contribute substantially more taxes than benefits received. These are Timber, Utility, and Other. These latter three classes tend to subsidize residential lands which is the one class which provides substantially less tax funds than benefits received.

In the Plumas County Study, the following conclusions were reached, many applicable to Butte County:

- 1) Land divisions in Plumas County have proceeded in the last decade at a rate that will provide sufficient lots for the General Plan's year 2020 holding capacity by 1984. This development has, in several cases, cut seriously into lands classified for forest and agricultural uses.
- 2) Residential building has proceeded at a much slower pace than new lot creations (1.2 ratio).
- 3) In the past few years, more than 40% of new dwelling units in Plumas County have been mobilehomes. Such dwellings require virtually the same public services as comparable permanent units; although they pay only a small portion of the taxes paid by the comparable permanent dwellings, due to the current state taxation laws.

- 4) Each land classification is characterized by its own ratio of taxes paid to tax benefits received. Sparse developments such as utilities and timber land, receive little public service compared to taxes paid. Residential uses, on the other hand, receive the bulk of public tax expenditures, while paying a relatively small portion of the total local tax bill. Future changes in the proportions of land classification could produce a dramatic shift in the tax burden.
- 5) Plumas County's present total tax needs are substantially less than the state average for counties of our size. As we grow denser and our assessed value increases, the requirements of public service will compound dramatically; and it can be reasonably concluded that our tax rate will jump as we approach the statewide norm. Residential uses in Plumas County do not pay their own way today, in the context of local taxation, except for recreational summer homes.

In another urbanizing area, Half Moon Bay in San Mateo County, a study conducted by the Stanford Environmental Law Society on a 690 acre subdivision concluded that during the first year (1972) of the development there would be a net income to the community of \$65,000. Two years later after increasing community costs, the costs would exceed the revenues produced by the development by \$55,000. Ten years after 1982, the costs over revenue produced would be \$414,000 - thus requiring a yearly net subsidy of over \$400,000 from the community to the development.

The Impact of New Housing and Development is an item that should be further researched in Butte County. The housing needs that are being fulfilled by the two discussed subdivisions are not focusing on the existing housing needs within Butte County and future developments in the county should be more oriented to the existing county market.

Another item to note is that to balance the deficit created by residential lands and development, a possible broadening of the industrial base would assist the county's tax base and rates.

Limits of Allowable Impact of Housing

Providing an adequate supply of housing is only one aspect of a governmental responsibility. The governmental unit must also provide adequate communities facilities - schools, utilities, streets, parks, etc., to compliment any increase in residential density. To better plan for an acceptable housing environment, additional community facilities should correspond to the future housing needs.

In relating the future housing need, Butte County and its cities should evaluate the existing community facilities. An evaluation should be made of all existing community facilities to determine how intensively the facilities are presently used and to what capacity they could accommodate additional residential density.

After such an evaluation, it can be concluded what facilities can accommodate the new residential densities and what facilities would have to be expanded. If areas within the county are found to have facilities with excess capacity, these areas should be designated in housing planning as areas for increased residential expansion. This type of housing planning would result in greater savings for the local government and subsequently for the housing consumer through more reasonable housing costs and tax rates.

Increased housing should also be evaluated by the different housing types and their impact on community facilities. Housing is needed for low and moderate income families in Butte County. These housing needs can be easier met through the construction of modified single housing such as townhouses, multiple dwellings and similar housing types found in Planned Unit Developments. Continued construction priorities of building single family detached dwellings on increasing lot sizes in Butte County will not fulfill the housing need. The county and cities should be aware of the additional community facilities they must provide for various housing types.

Increased densities in more urbanized areas will allow greater numbers of residents to be served at lower community costs. Reduced housing densities common to large building sites increase the needs for longer streets, more utility line footage, and because the development occurs on the perimeters of existing urban areas will also create a new demand for additional community facilities nearer the new development such as schools, parks, and new commercial centers. Mobilehomes as a residential type should also be evaluated as they relate to community facilities, concentrations of certain age groups and their effect in the community's existing and future tax base.

New residential growth should also be assessed according to locational and design standards. To compliment the existing neighborhoods and the landscape, standards for the design of housing and locational criteria should be developed to function and adapt to neighborhood facilities and appearance. If such standards are not adopted, confusion arises in introducing housing types that are unrelated to the operation of existing community facilities and the design of existing neighborhoods.

In developing locational standards, for example, in the case of low and moderate income housing, families of this income group should not be forced into or concentrated in specific locations. Criteria should be developed to permit a housing mix in all neighborhoods which would add to the social and income density and interest of the neighborhood. Locational standards should also encompass locating new development near existing facilities and services.

Design standards should also be developed to assure good residential quality, site planning, and architectural design characteristics. Establishing architectural review procedures for certain special residential construction is the prime way to assure good design standards.

The impact on the economy should also be considered in new housing. The impact of different housing types on the local economy should be related to existing public services and facilities and to what contribution the inhabitants of a specific housing type will make to the community.

Mentioned earlier was the demands of the single family detached dwelling; the need for more expansive utility planning; the possible increased school costs of the family; and yet these larger families are prime consumers and will spend money in the area. Contrasting that to an apartment area with elderly, the school facilities will not be in demand and residents may also have substantial money for neighborhood spending. The impact of housing types and characteristics of the inhabitants should be carefully studied to best accommodate a desired economic-environmental balance.

For all housing development, the allowable and desirable impact of new residential construction must be carefully considered. Locating housing in reasonable and desirable areas can greatly reduce governmental costs and thus reduce housing costs.

Taxation Procedures for Mobilehomes

Mobilehomes are taxed by the State under the Vehicle License Fee Law. The fees levied on mobilehomes are "in lieu" of all ad valorem taxes levied for state or local purposes. Whether these "buildings" should be taxed as regular property or as a "vehicle" is beyond the scope of this report, but the consequences of this taxation method does affect the Butte County tax structure. There have been many reports and studies conducted on mobilehome taxation methods, and the comparable general ad valorem taxation policy of property assessed at 25% of its market value and the tax rate applied to this assessed value of local housing and property has led to many different conclusions as to what is the fair share for mobilehomes.

It is important to realize that mobilehomes are subject to a vehicle license fee annually regardless of whether the mobilehome is moved on the State highways or not. The annual amount of the license fee is equal to 2% of the market value of the mobilehome. The market value is determined by the Department of Motor Vehicles. From this original market value cost, a statutory formula is applied to mobilehomes to determine its annual fee.

DEPRECIATION FACTORS FOR MOBILEHOMES (First Sold After January 1, 1966)

<u>Age in Years</u>	<u>Depreciated Values</u>
1.	85%
2.	70%
3.	55%
4.	45%
5.	40%
6.	35%
7.	30%
8.	25%
9.	24%
10.	23%
11.	22%
12.	21%
13.	20%
14.	19%
15.	18%
16.	17%
17.	16%
18.	15%
Thereafter.	15%

From the preceding table for calculation purposes, a mobilehome costing \$10,100 would pay a license fee in the first year equal to $85\% \times \$10,100 = \$8,585 \times 2\% = \$172$.

The vehicle license fee is collected by the Department of Motor Vehicles. This department collected \$232,715 in Butte County during 1971. The mobilehome owner would also pay land taxes to the county/city if the mobilehome was on a single site and not in a mobilehome park. In a park where the mobilehome owner rents his space, the mobilehome owner pays the property tax to the local taxing jurisdiction.

Fees collected by the Department of Motor Vehicles are ultimately redistributed back to the county from which they were collected. Administration costs for enforcing the Vehicle License Fee Law are deducted by the State Controller. The county auditor disburses the fees returned for county or city purposes.

Generally in the taxation issue, the following findings have been accepted in regards to mobilehomes.

- 1) Mobilehomes and travel trailers are taxed at a difference rate than other property. The vehicle license fee rate of 2% is less than the estimated equivalent statewide property tax rate.
- 2) The mobilehome/travel trailer tax rate is statutorily fixed while local property tax rates are subject to annual change and historically have increased each year.
3. The depreciated market value of mobilehomes to which the vehicle license fee rate is applied is less than the actual market value of mobilehomes. This is because mobilehomes are valued on the basis of a statutory depreciation schedule which is not consistent with existing market values.
- 4) Revenues from the vehicle license fee are not allocated in the same manner as are revenues from the local property tax. This difference in procedure results in a lower allocation to school districts and no allocation to community colleges and special districts.
- 5) Mobilehome and travel trailer owners who use mobilehomes or travel trailers as their principal residence can receive a homeowner's, senior citizen's, or veteran's exemption even though they do not pay local property taxes on the mobilehome or travel trailer.

- 6) It is administratively feasible to transfer the assessment and taxation of mobilehomes to the counties; however, the transfer of the assessment and taxation of travel trailers is not feasible because of their mobility.
- 7) Mobilehomes and travel trailers held in the inventory of dealers and manufacturers are not subject to local property taxation or to the vehicle license fee.

Recommendations as to how to achieve a more equitable taxation procedure to both the mobilehome owner and the county/city will have to come from the state. Meanwhile the following preliminary conclusions can be determined for Butte County and its mobile-home inventory.

- 1) As mobilehomes age, less revenues will come into the county coffers.
- 2) With property tax relief programs, owners of individual sites can reach a situation where through the use of exemptions on property tax they could pay no property taxes to the county.
- 3) In the future, as mobilehomes become more functionally and physically obsolete, it is unclear how code enforcement, rehabilitation programs can be implemented and structured to improve a declining older mobile housing stock.
- 4) Presently, mobilehomes are occupied by small family sizes. If in the future family sizes increase, and based on the existing taxation process, community service costs could rise to inequitable levels.
- 5) From discussions with the larger mobilehome subdivisions, the housing need being satisfied through these new subdivisions is to newcomers to Butte County and not to the demands of existing population.
- 6) Because of increasing costs in the construction of conventional housing, mobilehome living will continue its popularity as a housing life style.

The above conclusions require that city and county officials follow closely the development of the mobilehome industry, its building codes, taxation measures, and subdivision and location criteria to be assured that Butte County keeps astride with this growing industry and its impact on the county's housing inventory.

8. HOUSING CONSTRAINTS

The future need for housing is clear, especially for low and moderate income families. The reasons for lack of housing inventory to fulfill this need is complex.

Obstacles and constraints on housing production are everywhere in the building process. The rising cost of land and building sites, increased environmental regulations, building code requirements, rising interest rates, the absence of housing building programs, would be a few of these constraints. Both public and private sectors must work together to help the building process. An examination of these housing constraints is investigated below.

Housing Industry Constraints

The housing industry has not technically advanced as rapidly as other growth industries. Building a house today is very similar to the way it was built 50 years ago. Reluctance to change by the builder, the union trades and market acceptability by the consumer have lead to increasing construction costs. New building materials and practices are available, but the smaller builder often lacks the capital and the technological resources to capitalize on these resources.

Cost and Availability of Land

Increased population pressures on developable lands cause the land prices to escalate to prices where it is no longer feasible to construct low and moderate income housing.

Financial Constraints

The money cost of housing is one of the most important issues facing residential construction. Building activity is guided by the rise and fall of the availability of money. In times of high interest rates, building activity declines and these changes in the money rate and the affect of additional interest on the low income home buyer forces him out of the housing market.

Institutional Constraints

Mortgage lenders have slowly responded to changing technological advances made by the housing industry. Their reluctance to finance housing that is different from traditional building techniques and styles continues the housing styles of the same old type. Lending policies and loan criteria tend to eliminate the availability of loans for anyone who doesn't fit into their package. Private conventional lending is oriented to fulfilling only the housing needs of medium and high income households.

Insufficient Insurance Coverage

Both property insurance and mortgage insurance are often difficult to obtain for housing units located in poorer residential neighborhoods. This places an obstacle on the financing of new construction or rehabilitation of units in these areas and minimizes the incentives to property owners in the areas to improve their housing units.

Lack of Private Venture Capital

Before a builder can construct new housing or rehabilitate older units, a capital outlay is necessary to start the venture. Seed money costs are substantial and the money expended by the developer prior to obtaining financing from public or private institutions eliminates many sponsors of housing for low and moderate income from the building field.

Building Codes

Specifications for new housing construction are dictated by the local building codes. Often these codes are not current with recent technological advances in the building industry and excessive construction costs and delays result in the building process.

Subdivision and Zoning Regulation

Setting forth how the land will be utilized, the design criteria for the structures and the lot design, these ordinances enact a rigidity that is sometimes detrimental to imaginative, creative new building processes, land use, and site design. Setback requirements, lack of housing type diversification, and many other requirements reflect on the ability to produce less inexpensive housing.

Property Taxes

This prime source of revenues for local governments often acts to the detriment of providing new and maintaining older low and moderate income housing. Tax procedures on older properties discourage home improvement and rehabilitation because of increased assessments. Increasing tax loads burden the elderly on fixed incomes and preclude lower income family from homeownership.

Housing Choice and Mobility Factors

The housing market fails to provide sufficient amounts of adequate housing for low income households. Upward mobility in housing is prevented through income deficiencies. The larger amounts of new single family detached dwellings in Butte County cannot provide housing for lower and moderate income families. The rapid increase in mobilehome living perhaps reflects a strong market for lower priced housing than that which is currently being produced by conventional construction. The lack of significant multi-family units limits the housing opportunities for all in the county.

Racial and Ethnic Prejudices

Certain areas of Butte County are impacted with specific minority groups. Living in poorer quality housing, these families are limited in their housing opportunities because of income and employment practices, and also through the lack of lower priced housing throughout the county.

Lack of Adequate Funding of Federal Housing Programs

This constraint perhaps more than any other constrains the housing industry. The current lack of financial programs to assist in housing production has halted segments of building industry.

Lack of Supplementary Sources of State Housing Assistance

When federal funds are not available, organizations in California are not able to turn to a state housing agency as an alternate source of financing. In other states, funding or guarantee assistance is available at the state level to supplement federal program funding.

Failure to Fully Utilize the Federal Public Housing Program

The Butte County Housing Authority has a waiting list of 600 persons who need housing. Greater utilization of the funding available through the federal housing program could be a valuable method of providing required housing. A more widespread use of Section 23 Leased Program and the Self-Help Housing Program could help provide needed housing for many families at the lower income levels.

Lack of Unified Organizational Thrust Against Housing Problems

The limited resources available to organizations active in seeking housing change in Butte County are often diffused. In some instance isolated efforts against certain housing problems lack the impact they might have were they combined with unified efforts of other housing groups.

9. HOUSING PROGRAMS

Over the years, there has been a multitude of housing programs created primarily by the federal government to ease and correct the housing shortage. Currently, there is a freeze on many of the programs, while studies are being conducted by the federal government to analyze the impacts and costs of the programs. The federal government is re-focusing from handling housing problems through Washington to handling and solving problems through the actions and programs of state and local governments.

Revenue sharing monies received by local governments, and also funds available to local communities through the forthcoming Better Communities Act are potential new ways of solving housing problems. While these two forms of funding are increasingly important, a review of federal housing programs is necessary for they may be funded and carried out in the future. Below are some housing programs available to Butte County to help resolve housing problems.

Public Housing

One of the largest and oldest programs has always been called simply "public" housing. A local housing authority builds or leases housing units then rents them to low-income families. The federal government sometimes loans to the local authority the funds to cover construction costs. Families must meet the following qualifications to be eligible for admission to units managed by the Butte County Housing Authority.

Conventional Low Income Housing

In this case the federal government acts as a lending agency to the local housing authorities. Money is loaned to the authorities to buy land, hire an architect and get under construction. At the time of 90% completion the authority advertises on the open market and sells bonds at the best obtainable interest rate. The federal government guarantees the payments to bond holders. The local authority repays the federal loan when all bonds are paid off, usually after 35 to 40 years.

Conventional housing is owned and operated by the Butte County Housing Authority and is more or less self-supporting. The Authority is exempt from local taxes. Recognizing the need of residents for schools, police and fire protection and other public services, the Authority agrees to pay 10% of shelter rent less utilities in place of taxes.

There are to be eligible for admission to the HUD-aided housing units operated by the authority only those applicants:

1. Who qualify as a family.
2. Whose net family income, less an exemption of all amounts paid by the U. S. Government for disability or death occurring in connection with military service does not exceed the applicable income limit for admission.

3. Who are:
 - a. Actually without housing.
 - b. To be displaced or otherwise about to be without housing.
 - c. Living in dwellings determined to be unsafe, unsanitary, or overcrowded, or
 - d. Paying a gross rent which is \$20.00 or more higher per month than required by the Authority Rent Schedule:

Provided that the requirements contained in this paragraph 3 shall not be applicable in the case of a family of any Veteran or Serviceman or an Elderly Family.
4. Who conform to the occupancy standards for admission; and
5. Whose net family assets do not exceed \$5,000 (\$10,000 for Elderly), unless such assets, together with the net income of the family, are insufficient for it to obtain and maintain adequate accommodations on the private market.

Maximum Net Family Income

<u>Family Composition</u>	<u>Admission</u>	<u>Continued Occupancy</u>
One Person	\$ 3,400	\$ 4,250
Two Persons	3,800	4,750
Three Persons	4,200	5,250
Four Persons	4,600	5,750
Five Persons	5,000	6,250
Six Persons	5,200	6,500
Seven Persons	5,400	6,700
Eight Persons or more	5,600	7,000

Net Family Income

"Net Family Income" means "Total Family Income" less deductions specified below and anticipated during the twelve month period for which Total Family Income is estimated. Such deductions are to be applied uniformly to all families as applicable.

- 1) A deduction of five percent of Total Family Income except that the deduction shall be ten percent in the case of a family whose head or spouse is elderly. Either head or spouse must be 62 years of age or over, or disabled or handicapped.
- 2) A deduction for extraordinary medical expenses where not compensated for or covered by insurance, defined for this purpose to mean medical expenses in excess of three percent of Total Family Income.
- 3) A deduction of amounts for unusual occupational expenses not compensated for by the employer, such as special tools and equipment, but only to the extent by which such expenses exceed normal and usual expenses incidental to employment.

- 4) A deduction of amounts paid by the family for the care of children or sick or incapacitated family members when determined to be necessary to employment of the head or spouse, provided the amount deducted does not exceed the amount of income received by the family member thus released.
- 5) An exemption of \$300 for each dependent, i.e., each minor (other than the head or spouse) and for each adult (other than the head or spouse) dependent upon the family for support.
- 5) An exemption of \$300 for each secondary wage earner. (A family member deemed to be a dependent under (1) above is not to be included.

Leased Public Housing

This program, in effect since December 1969, permits the housing authority to lease 400 units in the county for families of low and moderate incomes or for the elderly.

The housing authority leases moderately priced units located throughout the county and then subleases the units to qualified tenants. The tenant's gross rent is 25% of the family income before taxes and the difference is provided by the federal government.

The housing authority and the owners of housing units usually sign one-to-five year leases. In some cases, the lease period may extend up to 20 years.

The leased housing program is attractive for several reasons. Housing units are owned by the private sector and thus remain on the property tax rolls. Landlords are assured of tenants. The landlord handles normal maintenance and even tenant selection if they choose to. The leased units and their residents are scattered throughout the community.

Other Housing Programs

Various subsidy programs designed to assist low and moderate income families in obtaining housing have been developed. Most widely used have been the federal 236, 221(d)3, and the 235 program.

The Federal Housing Administration's 236 program provides reduced interest payment for families of low and moderate income.

FHA reports that 271 units of this program have been built in the Chico area.

The 221(d)3 program provides mortgage insurance on rental housing for low and moderate income families. This program has largely been replaced by the newer 236 program.

The 235 program subsidizes mortgage assistance for home ownership. FHA reports that 202 units of this program have been built in Butte County in the following locations:

Biggs	- 7
Chico	- 80
Gridley	- 12
Oroville	- 20
Paradise	- 75

Another federal program utilized to provide moderate cost rental housing is the 207 program. Although not strictly subsidized, this program does provide developers with insured loans for developing moderate rental housing and for mobilehome parks.

It should be noted at this point that the above federal programs are now in a frozen state regarding commitments and funding. HUD in its reorganization, administration, evaluation of housing programs, and the evolution of revenue sharing is causing a very awkward transition in current housing programs.

Farmers Home Administration

The Farmers Home Administration makes loans in rural areas to finance homes, building sites, and essential farm service buildings. Rural areas include open country and places with populations of not more than 10,000 persons and are rural in character and not closely associated with urban areas.

Emphasis of programs is on new construction and housing can be built on individual lots or in subdivisions. Loans of this type are referred to as 502 loans.

Home ownership financing is available to low and moderate income families. These families must:

- 1) Be without decent, safe and sanitary housing, or necessary farm service buildings.

- 2) Be unable to obtain a loan from private lenders on terms and conditions that they can reasonably be expected to meet.
- 3) Have sufficient income to pay house payments, insurance premiums and taxes and maintenance, other debts and necessary living expenses. Persons with inadequate repayment ability may obtain co-signers for the loan.
- 4) Possess the character, ability and experience to meet loan obligations.

Loan terms can be made for the value of the site, house and improvements based on a FHA appraisal. The maximum repayment period is 33 years; so the following applies:

Length of loan - 33 years
Interest rate - 7-1/4%
Cash down - None

Monthly payments are tailored to give extra help to low and moderate income families to buy their own homes. When the financial position of the family improves to the point that it can refinance through a commercial lender, the loan contract provides that the family shall do so.

A moderate income family is defined beyond the above four points as one with an adjusted gross income of \$8,800 or less.

The Farmers Home Administration's office in Oroville reports that since July 1, 1971 to February 1973, there have been 220 loans approved for this housing program. Loans have been in the range of \$17,500 to \$21,500.

Self-Help Housing

Another interesting, provocative housing program based on sweat equity and the premise that if you built it yourself, you should know how to maintain it is the Rural California Housing Corporation's Self-Help Housing Program.

The Rural California Housing Corporation (RCHC) is a federally funded program in Northern California that brings self-help housing to low income rural families who couldn't hope to finance homes through conventional loans. Self-help housing means people working together to help each other build better homes. RCHC is there with technical help from the formation of the housing groups until the homes are finished - and even after.

To build a home, a family must work or live in a rural community, be without adequate housing, have the ability to repay the loan, and be willing to work with a group and receive technical assistance.

Qualifying families receive low interest, long-term loans from the Farmers Home Administration (FmHA). Through the sweat equity of doing most of the work themselves, families reduce the usual construction costs. Their loans are repaid over a 33 year period. The monthly payments are figures at a percentage of the total family income - usually \$40 to \$60 per month (plus utilities, taxes and insurance).

RCHC helps by recruiting families and preparing loan applications, leading pre-construction classes, locating building sites and helping in the selection of plans, estimating costs for building materials, showing how to prepare and keep records, and supervising on-site construction techniques.

The sizes of the houses range from 2 to 5 bedrooms (900 - 1,200 square feet) depending on family size. RCHC staff helps the families select the best of several available plans for their needs. Construction is standard wood frame with stucco or wood exterior.

Major Federal Housing Assistance Programs

OFFICIAL PROGRAM TITLE	TENURE	ORIGIN OF STRUCTURE	OCCUPANT GROUP	TYPE AND LEVEL OF SUBSIDY	ELIGIBLE SPONSOR	FEDERAL AGENCY RESPONSIBLE	REMARKS
PUBLIC HOUSING (LOW RENT)	RENTAL (SALE ALSO POSSIBLE)	NEW, EXISTING, REHABILITATED	LOWEST INCOME	Annual grant to pay interest and principal to meet payment on bonds for entire construction cost plus additional grant to reduce rent to 25% of any tenant's income.	Local Housing Authority (LHA)	HUD/Housing Assistance Administrator	LHA may sell units to tenants on extended low cost terms LHA may subcontract with private firm to develop project on a "turnkey" basis.
RENT SUPPLEMENT	RENTAL OR COOPERATIVE	NEW OR REHABILITATED	LOWEST INCOME	Grant to reduce rent to 25% of tenant's income but not to reduce rent to below 30% of market rent.	Nonprofit, profit, or cooperative corporation	HUD/Federal Housing Administration	Local gov. approval required. Limited to persons relocated or residents of sub-standard housing.
RENT SUPPLEMENT COMBINATION	RENTAL OR COOPERATIVE	NEW OR REHABILITATED	LOWEST INCOME	Grant to reduce rent to 25% of tenant's income but not to reduce rent to below 30% of market rent.	Nonprofit, profit, or cooperative corporation	HUD/Federal Housing Administration	Rent Supplements are frequently combined with other programs up to 40% of total.
236 RENTAL HOUSING FOR LOWER INCOME FAMILIES	RENTAL OR COOPERATIVE	NEW OR REHABILITATED	LOW AND MODERATE	Annual grant to reduce interest cost. Rents lowered to 25% of income but no lower than cost at 1% interest	Nonprofit, profit, or cooperative corporation	HUD/Federal Housing Administration	Available in rural areas through the FmHA
221(d)3 RENTAL HOUSING FOR LOW AND MODERATE INCOME FAMILIES	RENTAL OR COOPERATIVE	NEW OR REHABILITATED	LOW AND MODERATE	Federal purchase of private loan by GNMA to reduce interest cost to 3%.	Nonprofit, profit, or cooperative corporation	HUD/Federal Housing Administration	Program is being phased out; new projects limited to those now in FHA processing.
202 RENTAL HOUSING FOR ELDERLY AND HANDICAPPED	RENTAL	NEW OR REHABILITATED	LOW AND MODERATE	Direct Federal loan at 3% interest.	Nonprofit, profit or cooperative corporation	HUD/Federal Housing Administration	Program may be phased out. no new loan available at this time.
515/521 RURAL RENTAL HOUSING LOANS	RENTAL	NEW, EXISTING OR REHABILITATED	RURAL LOWEST TO MODERATE	Direct Federal loan or insured loan at 6 1/4% interest. For lowest income, interest reduction to reduce rent to 25% of tenant income but no lower than 1% interest	Nonprofit, profit motivated or cooperative corporation	Agriculture/ Farmers Home Home Admission (FmHA)	Available only in small urban areas with less than 5,500 population or rural area.

CHART KEY:

Official Program Title: Each program is known by a short title or a number. The number refers to the section of the Act of Congress which authorized the program. For example, "Public Housing" means "Low Rent Public Housing." "235" means "Section 235 of the National Housing Act" or, as it is officially termed by HUD, "Home Ownership for Lower Income Families."

Tenure: Each Federal program is authorized to support a certain type of tenure of occupancy, basically renter or owner. Generally, rental pro-

grams can also provide for cooperative ownership. Mobile homes are a special combination because the mobile home space is provided on a rental basis to the occupant who generally owns the mobile home.

Target Occupant and Income Range: Federal Housing Programs are generally restricted to families, the elderly, handicapped, and displaced from public improvement projects. Programs generally serve a designated income group such as "low and moderate" or "lower" income families. In actuality, the income spectrum served is determined by the

OFFICIAL PROGRAM TITLE	TENURE	ORIGIN OF STRUCTURE	OCCUPANT GROUP	TYPE AND LEVEL OF SUBSIDY	ELIGIBLE SPONSOR	FEDERAL AGENCY RESPONSIBLE	REMARKS
221(d)4 RENTAL HOUSING MARKET INTEREST RATE	RENTAL	NEW OR REHABILITATED	MODERATE INCOME	No monetary subsidy. Assisted only by Federal loan guarantee at more liberal terms.	Profit-motivated or cooperative corporation	HUD Federal Housing Administration	221(d)3 also available at market interest rates
235(i) HOME OWNERSHIP FOR LOWER INCOME FAMILIES	OWNERSHIP	NEW EXISTING OR REHABILITATED	LOWEST TO MODERATE	Annual grant to reduce interest cost. House payments lowered to 20% of income but no lower than cost at 1% interest.	Profit-Motivated Seller	HUD/Federal Housing Administration	85% must be new construction. 15% for existing or rehab are available to lowest income group.
502 521 RURAL HOUSING LOANS LOW TO MODERATE INCOME	OWNERSHIP	NEW, EXISTING OR REHABILITATED	RURAL LOWEST MODERATE INCOME	Direct Federal loan or insured loan at 6 1/4% interest. For lowest income, interest reduction to reduce payment to 20% of owner's income.	Profit-motivated Seller	Agriculture/ Farmers Home Administration (FmHA) area	Available only in small urban areas with less than 5 500 population or rural area.
235(j) HOME OWNERSHIP REHABILITATION	OWNERSHIP	REHABILITATED	LOWEST INCOME	Annual grant to reduce interest cost. House payments lowered to 20% of income but no lower than cost at 1% interest rate.	Non-profit corporation	HUD Federal Housing Administration	Replaces 221(h) a program with similar provisions.
115 HOME OWNERSHIP REHABILITATION	OWNERSHIP	REHABILITATED	LOWEST INCOME HOME-OWNER	Federal grant for a maximum of \$3 500. Available to families below \$3,000 income and higher income in amount necessary to reduce payment on a 312 loan to 25% of income.	Urban renewal agencies	HUD Renewal Assistance Administration	Usually only available in urban renewal and concentrated code enforcement areas. Often combined with 312 loan.
312 URBAN RENEWAL REHABILITATION LOANS	OWNER OR RENTAL	REHABILITATED	LOWEST TO MODERATE INCOME	Direct Federal loan at 3% interest. 115 grant available in amount needed to reduce monthly housing cost to 25% of income.	Urban renewal agencies	HUD Renewal Assistance Administration	Usually only available in urban renewal and concentrated code enforcement areas. May be used to refinance prior debts. Often combined with 115 grant.
207 MOBILE HOME COURTS	RENTAL (LAND ONLY)	NEW	MODERATE	No monetary subsidy. Assisted by Federal guarantee of private loan.	Profit-motivated corporation	HUD Federal Housing Administration	Loan for mobile home space only. Resident rents space and buys mobile home.

Courtesy of Mid-America Regional Council.

maximum family income ceiling and the minimum income required to pay the lowest rent possible under the program.

Type and Level of Subsidy: There are several techniques of subsidy under Federal housing programs. Some programs such as 235 and 236 provide a variable subsidy formula which adjusts the amount of subsidy to reduce rent to a specified percentage of income.

Eligible Sponsor: The Federal government does not develop and own housing units except in limited instances such as defense installations. Each partic-

ular Federal housing program has specified types of organizations which are eligible to own units. For example, under 221 (d)3 units may be owned by a profit-motivated, nonprofit, or cooperative corporation. The profit-motivated corporation must be a "limited-dividend" type which can earn no more than a six percent profit.

Federal Agency Responsible: Responsibility for Federal housing programs is divided between the Department of Housing and Urban Development, Department of Agriculture and the Veterans Administration.

Direct Housing Assistance - An Experimental Program

The Department of Housing and Urban Development has launched a new research program to evaluate the concept of channeling federal assistance directly to families in need of housing instead of through organizations in the business of providing housing.

The experimental program will produce information upon which to base key decisions: first, the decision as to whether the direct assistance approach is in fact a tenable one; and decisions as to how and in what form the direct assistance can best be administered.

Under the concept to be tested, direct payments will be made available to families in need. The families may canvass the market to select housing of their choice. Because the payments are made to a family instead of being attached to a specific housing unit, they will follow a family that moves from one unit to another so long as its income is so low as to require assistance. This direct form of housing assistance expands a family's housing choice and provides for its free movement in the housing market.

This research effort is designed to determine whether it is desirable to add a new element to the range of housing subsidy programs now available or to adjust existing programs. The present system of subsidies tied exclusively to specific housing units may not be the most effective means of providing for the shelter needs of America's lower income families. This system has some weaknesses in terms of both cost and equity, and there are difficulties in administering programs that identify particular buildings or houses as "poor people's housing". The housing allowance, which permits the recipient to shop for housing throughout the entire market, and permits a degree of anonymity, appears potentially to have significant advantages.

Research of this type is authorized by the Housing Act of 1970, and the experimental program that has emerged from a year-long design effort has been approved by the Secretary of Housing and Urban Development. The experiment will be conducted as a part of the Housing Assistance Research Program under the direction of the Assistant Secretary for Research and Technology.

The direct assistance approach is not a new idea. What is new is the idea of a detailed, methodical research effort to determine the values -- pro and con -- of such an approach and to test alternative administrative mechanisms for initiating a full scale national program.

Housing allowances provide purchasing power directly to the housing consumer, who decides where in the total housing market, of both new and existing units, to apply it. A housing allowance system thus offers the opportunity for the free market to operate in its traditional fashion. Widespread distribution of housing allowances to poor families should reduce the economic dependence on slum housing and shift the demand upward for standard units. In response to this shift in demand, suppliers of housing would be induced to produce more standard housing, either by upgrading slum properties or through new construction. Thus a housing allowance program should bring about, albeit indirectly, the gradual elimination of slums and a general increase in the quality of the housing stock. In order to accelerate the effects of housing allowances on the removal of slums, it is imperative that their use be restricted to units of standard quality. Owners of slums would then have to upgrade or find it difficult to rent their apartments.

A housing allowance system appears to have several potential advantages. It would permit the consumer to make his own choices in the market place, a freedom which tends to enhance personal dignity. By relying on market forces, it should bring about a better matching of consumer demands and housing supply. Low income consumers would make their own decisions on location and housing style rather than having others make these decisions for them. The project subsidy programs are now largely insulated from the healthy influences of market forces. In addition, by allowing recipients of housing assistance to make their own decisions on location, public controversy over the location of subsidized projects would be avoided. Distribution of the benefits of housing allowances could be made more equitably than is possible under project subsidy programs. Lastly, it is possible, though not certain, that a housing allowance approach would eliminate administrative processing of projects and would involve lower administrative expenses for government than do the present project subsidy programs.

Experimenting with this project in California is the San Bernardino Housing Authority. This local agency will be responsible for selecting eligible families and individuals and making payments to them, as well as arranging for counseling and code inspection where appropriate.

The Housing Development Corporation - The Private Sector Counterpart

A Housing Development Corporation (HDC) is the principal private sector counterpart of a Regional Housing Authority. Its basic capabilities include (1) providing "seed" money and technical assistance services to non-profit, limited dividend and for-profit sponsors of low and moderate income housing; and (2) directly sponsoring, either by itself or in partnership with other groups, development of low and moderate income units.

Whether it serves as a catalyst for private developers/sponsors, or directly undertakes housing development, an HDC utilizes the private (not public) housing programs of the Federal Housing Administration (FHA). These include Section 236 rental, Section 235 home ownership and rehabilitation, and Section 202 elderly.

Although it could operate independently of a housing authority, its greatest usefulness would be as a part of an integrated and comprehensive housing effort - especially by promoting Section 236, 235, and 202 development and then leasing back the new housing units to the Authority which would administer them under the Turnkey program.

An HDC, then, is a multi-purpose creature of the private sector taking form as a private non-profit corporation under the direction of a board of directors. Its board of directors typically includes equal representation from community groups, businessmen, and government officials.

The HDC as Catalyst - Technical Assistance and Seed Money

The HDC is unique among the various kinds of nonprofit organizations in that it can (1) directly sponsor and develop low and moderate income housing, (2) assist other groups by providing technical assistance and seed money, or (3) some combination of both. Depending on the nature of the local housing problem and the adequacy of their capitalization and expertise, some HDC's have chosen to emphasize the production (sponsor) function while others have concentrated on catalyzing other nonlimited or for-profit groups by providing technical assistance and seed money.

The kinds of technical assistance an HDC can provide both non-profit and for-profit sponsors include:

- * Recruiting, motivating, and organizing non- and for-profit sponsors.
- * Market analysis.
- * Program selection.

- * Selecting and training the development team which will provide the required legal, architectural, construction, and financial expertise.
- * Providing financing during the development, construction, and permanent loan stages of each project.
- * Selecting and acquiring the site.
- * Project design.
- * Processing the mortgage application(s).
- * Social planning.
- * Housing construction and rehabilitation.
- * Housing management.
- * Affiliating with the local housing authority for developing and/or leasing back low income housing under Section 23 and Turnkey public housing programs.

The Nonprofit Sponsor - A nonprofit sponsor is a charitable organization, such as a church or community organization, that has organized a separate nonprofit corporation under the California Corporations Code and the federal Internal Revenue Code.

Assisting the Profit-Motivated Sponsor - A profit-motivated sponsor is typically an investor, building contractor, trust, corporation or other business organization seeking to make profits on a capital investment and to distribute these profits to private shareholder, partners or others. The for-profit sponsor's primary motivation is making money under the FHA 236, 235, or 202 programs; remedying low income housing problems is a secondary motivation of this class of investor.

Credit Counseling - An HDC's technical assistance role is not limited, however, to non- and for-profit sponsors/developers. It can also provide such useful services as credit counseling and community education. A credit counseling program would assist those families with poor credit ratings or no previous homeownership experience in securing FHA insured home mortgages.

Seed Money and Other Financial Stimulants - Another critically important function for an HDC is providing nonprofit and for-profit sponsors with preconstruction seed money, advanced by the HDC's revolving loan fund, to cover their initial costs such as fees of architects, attorneys and engineers, site options, organizational expenses, and application fees for FHA initial closing of multi-family projects or at the sale of single family houses of other projects.

Mortgage Pool - An HDC organized mortgage pool, in which banks, savings and loan associations, and other major lending institutions, pledge construction and rehabilitation loans on low income projects, has proven to be a major housing development stimulant elsewhere in the nation. The HDC role would be to encourage more aggressive activity by mortgage lenders by allaying fears of high processing and servicing costs, profitability, and inadequate credit counseling of low income families.

Land Banking - HDC land banking entails the purchase and holding of land or properties to facilitate the flexible scheduling of construction or rehabilitation at some time in the future. A realistic land banking fund is based upon the budgeting of average land and dilapidated property acquisition costs, turnover of the land and properties within 12-18 months of acquisition, and recapture of the acquisition outlays for new purchases. A well-planned land bank then would aim for a continuing cycle of acquisition, holding, resale, and reinvestment in land and properties every 12-18 months.

Land Write-Downs - Land write-downs are a method of subsidizing land (or property) costs in which the HDC sells the land (or property) at less than its cost of acquisition. Since land costs may frequently impose a barrier to feasible nonprofit or for-profit housing development and rehabilitation, the write-down strategy, in effect, is a project subsidy provided by the HDC to the low income housing sponsor.

The above programs should be studied for application to Butte County's housing needs. The BCAG Housing Advisory Committee should consult with local private and public housing groups to determine which programs the county should pursue. There are many applications that would be helpful.

10. GOALS AND POLICIES

Choosing Community Goals

After determining conditions, problems and trends, the next step in planning a community housing program is to decide what goals or objectives should guide the program. This choice cannot be made by outside technical advisers; only the County's residents and their leaders and representatives can decide upon community goals. The discussions and decisions of this process were undertaken by the Technical Advisory Committee of Butte County Association of Governments. The statement of general housing goals and policy objectives presented here was approved by that group and recommended for adoption.

Housing Goals for Butte County

1. Decent, safe and sanitary housing for all economic segments of the community.
2. Inventory of housing units varied enough in location, size, type, price and tenure to meet community needs.
3. Freedom to choose and occupy housing.
4. Maintenance of buildings and neighborhoods in good physical condition.
5. Public recognition of housing needs and problems.
6. Integration of housing efforts with other community activities.
7. Adaption of housing plans and programs to future conditions.

Policy Objectives

In order to set up an action program the general goals must be related to actual problems. Following is a list of more specific objectives, the policy intentions of the governments of Butte County.

1. Disseminate information on housing needs and programs.
2. Minimize site and construction costs of conventional housing.
3. Provide housing which meets the specialized needs of the elderly and migrant farm workers.
4. Meet housing needs of college students.

5. Assure relocation housing for people displaced by code enforcement or other public action.
6. Rehabilitate or replace substandard housing units.
7. Eliminate discrimination in housing.
8. Coordinate housing efforts of public and private agencies.
9. Utilize Federal and State housing programs.
10. Organize local programs to develop low-cost housing.
11. Increase acceptance of public housing units.
12. Provide housing sites with adequate public facilities and services.
13. Encourage preservation of open space and environmental quality in residential developments.
14. Continue study of housing needs and problems.
15. Modify housing plans as required.

11. ACTION PLAN

The Need for Action

Butte County's housing problems tend to be obscured by the area's rural nature and by development aimed at new residents. The housing concerns most often in the spotlight are the economic, governmental and real estate activities needed to serve the influx of retirees and mobile homes. Nevertheless, the most serious housing issues concern the many existing residents of the County who cannot afford to buy or rent conventional units and who cannot afford to maintain or improve the condition of their dwelling.

According to HUD guidelines any family that cannot obtain a dwelling of adequate size in standard condition for 25% of its income has a housing problem. In 1970, one-fifth of the families in Butte County could not afford the median rent of \$80 with 25% of their income. 12% of Butte County families had incomes below Federal poverty levels. 25% received some form of public assistance and 32% received social security payments. Poverty levels were significantly higher for black, Spanish-Americans, the elderly and one-parent families. College students and migrant farm workers are two other large groups who have difficulty satisfying their needs in Butte County's housing market.

The chart on page 6 shows the number of new housing units needed in the 1970's to provide for the estimated population growth of 38,400. If replacement units were provided for all units not economically worth bringing up to building and housing codes, the total units needed could easily increase from 14,250 to 20,000. As population and demand have increased, prices have risen and vacancies have dropped. At least 600 families are now waiting for vacant public housing units.

Since World War II the Federal government has initiated and implemented many programs of financial assistance for the purchase, construction and rehabilitation of housing. The charts on pages 60 and 61 list the major programs in existence last year. The types of assistance range from construction grants to mortgage insurance to rehabilitation loans to interest subsidies to rent supplements. Most programs were administered by HUD agencies; some rural programs were managed by the Farmers' Home Administration. There were programs for renters and owners, singles, mobiles and multiples. Eligible sponsors or assistance recipients included private builders, public agencies and non-profit corporations. Successful programs in this area have included leased public housing, mortgage insurance, interest subsidies and a self-help housing project.

Federal housing programs are now in limbo. Most are being closed out with no new applications being taken. There is strong pressure from builders to retain most of the programs, but only FHA mortgage insurance programs have much chance of continuing as is. Congress and the President both want to replace most of the old programs with block revenue-sharing grants which could be used only for similar local programs. Local, regional or state recipients would thus have some leeway in designing programs and spending funds. This proposal, called the Better Communities Act, may not be considered and adopted until 1975, however. California and Butte County must therefore rely upon local resources until new legislation is passed.

Responsibilities

The changes in federal housing programs return this responsibility to the level of government closer to the people. Local governments can directly influence the housing market through their control of zoning, subdivision of land, building codes, property rates, utilities and community facilities. A regional council's basic requirements are to prepare a regional housing element and review applications for Federal assistance. Beyond these minimums lie a variety of possible policies and programs. The adoption and implementation of the housing recommendations presented in this section will be a significant step in better serving the residents of Butte County.

Responsible Agencies

Whose plan is this, whose policies and activities? It is the responsibility of the general governments of Butte County, the incorporated cities and the County of Butte, to serve the housing needs of the residents. All other public agencies and private organizations concerned with housing should also assist the implementation of this plan. Most of the resources needed are available in existing agencies and programs. The creation of a Butte County Association of Governments Housing Advisory Committee is an option if a wider-based housing organization is desired.

The terms "Board" and "Councils" refers to the Board of Supervisors and the City Councils, the elected representatives of the County. "BCAG" refers to the Butte County Association of Governments. "TAC" is the Technical Advisory Committee of BCAG. "HUD" is the Federal Department of Housing and Urban Development. "CSUC" is California State University at Chico. "Planning" usually refers to the Butte County Planning Department. "EOC" is the Economic Opportunity Council. In the event of a name change or replacement, the role would be filled by the local agency designated to manage federal poverty programs. The "Housing Authority" is the existing Butte County Housing Authority.

POLICY PLAN AND IMPLEMENTATION PROGRAM

1. Disseminate Information on Housing Needs and Programs.
Action: This housing element and future revisions should be distributed and publicized by BCAG, TAC and Planning. Information on housing needs and programs should be gathered and disseminated by the same groups. A BCAG Housing Advisory Committee could be established to help fulfill this objective. The members of such a committee would consist of volunteer representatives of public and private groups concerned with housing problems. The "Acknowledgements" list in the Introduction suggests possible membership.
2. Minimize Site and Construction Costs of Conventional Housing.
Action: Planning should develop standards for planned residential developments that would allow increased densities and flexibility of siting. Building departments should apply performance standards rather than specific design requirements to innovative construction techniques.
3. Provide Housing Which Meets the Specialized Needs of the Elderly and Migrant Farm Workers.
Action: If Federal financing is available, the Housing Authority should build and/or lease at least 100 additional units of public housing suitable to elderly residents. This would require an application for HUD assistance and a local referendum. The number of units needed can be estimated from public housing waiting lists and from the information in Section 2, "Demand for Housing." EOC and the Housing Authority should work with agricultural agencies and producers to provide housing for migrant farm workers.
4. Meet Housing Needs of College Students.
Action: California State University at Chico should take action to obtain a change in the policies of the State College Board of Trustees so that the University can participate in the construction of college housing. The University should commit itself to a policy of providing a greater percentage of necessary student housing. Private developers should be encouraged to provide housing to fulfill student needs. The City of Chico should activate a systematic code enforcement program to upgrade student housing areas.
5. Assure Relocation Housing for People Displaced by Code Enforcement or Other Public Action.
Action: All public agencies should coordinate relocation efforts with the Housing Authority and assist the relocation of people displaced by any public action. Public agencies should assure replacement housing for families dislocated from sub-standard units in systematic code enforcement programs.

6. Rehabilitate or Replace Substandard Housing Units.
Action: The cities and county should develop and implement systematic code enforcement programs. BCAG and TAC should investigate local methods to encourage rehabilitation of older housing units. BCAG and TAC should explore all private and public sources of low-interest home improvement loans for rehabilitation. Butte County and the cities of Chico and Oroville should develop a HUD-certified workable program for community improvement. BCAG should urge the continuation and funding of federal rehabilitation assistance programs. Eligible cities should apply for such assistance.
7. Eliminate Discrimination in Housing.
Action: The Board, Councils and EOC should hear complaints of this nature and respond accordingly.
8. Coordinate Housing Efforts of Public and Private Agencies.
Action: BCAG, Housing Authority, Planning and EOC currently serve as public coordinating agencies for housing. If established, a BCAG Housing Advisory Committee would be the logical group to lead regional housing efforts. Private real estate, construction and financing interests should be involved in the development of all local programs.
9. Utilize Federal and State Housing Programs.
Action: If federal financing is available, the Housing Authority should prepare referendum proposals, apply for HUD assistance, and build and/or lease at least 400 public housing units dispersed throughout the County. EOC and TAC should investigate other government programs of housing assistance. BCAG and other agencies should request expansion of rural housing program areas and elimination of any restrictions which would prevent this area from participating in federal housing programs. BCAG should encourage the use of state revenue-sharing funds for the creation of a state housing finance authority and other housing assistance programs.
10. Organize Local Programs to Develop Low-cost Housing.
Action: Butte College and CSUC should be encouraged to offer adult classes in choosing, financing, constructing and maintaining housing. EOC should organize and qualify groups for self-help housing programs. EOC should organize home financing and construction assistance programs. EOC, TAC, and Planning should investigate all other examples of programs utilizing local resources.
11. Increase Acceptance of Public Housing Units.

Action: The Housing Authority and Planning should design site location and development criteria for any new public housing units. Public housing should be dispersed throughout the county in local areas of need.

12. Provide Housing Sites with Adequate Public Facilities and Services.

Action: Planning and the Local Agency Formation Commission should cooperate to insure sufficient housing sites with utilities and public facilities. Through zoning and the General Plan, Planning should establish orderly patterns of growth of residential developments and community facilities.

13. Encourage Preservation of Open Space and Environmental Quality in Residential Developments.

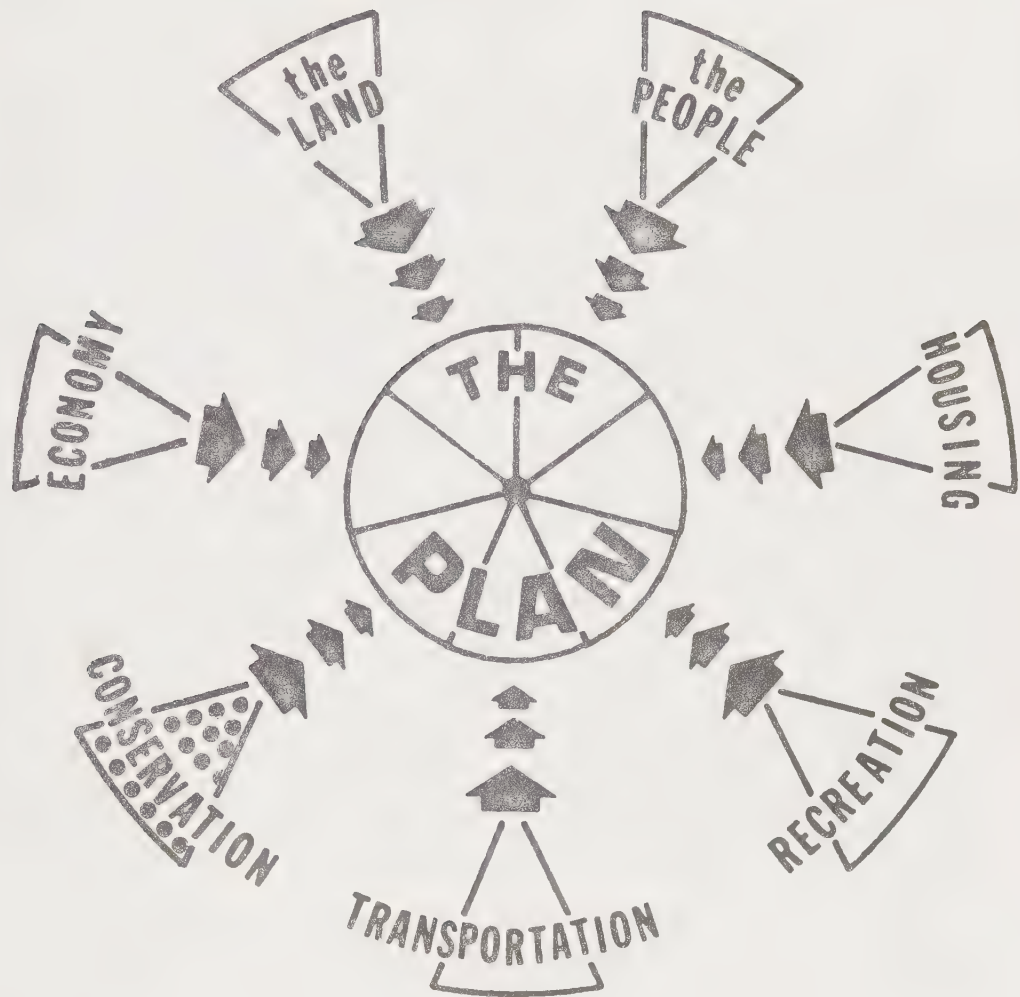
Action: Large residential developments should be reviewed by Planning for their environmental impact and for their consistency with the Conservation and Open Space elements of the General Plan. Pavement, curbs, gutters, sidewalks, drains and sewers should be required wherever necessary to prevent erosion, blight, or pollution. The Planning Commission should require subdividers to dedicate or otherwise provide at least one acre of public open space for each 50 lots in urban areas. Such a requirement would have to be implemented through formal changes in the subdivision ordinances.

14. Continue Study of Housing Needs and Problems.

Action: Planning, TAC and EOC should further discuss and investigate the issues presented in this element. Faculty and staff of CSUC are encouraged to conduct further research on any of these topics in cooperation with public agencies.

15. Modify Housing Plans as Required.

Action: TAC or a Housing Advisory Committee should review the Housing Element at least once every two years. Progress should be measured, new conditions discussed and revisions recommended to BCAG.



Conservation Element

Butte County is well known for its scenic beauty, climate, recreational opportunities and early California history. These assets have caused tourists and new residents to come to the County in increasing numbers. There should be considerable desire and interest on the part of the County's citizens for protecting and perserving these environmental amenities. The destruction of similar amenities in other counties by unplanned development and public indifferences have had detrimental effects on these areas.

The purpose of the Conservation Element is to focus on the natural wealth, both the physical and intrinsic qualities, of the County and before they are lost for future generations implement programs for preservation. The Plan should encourage the rapid growth of citizen awareness of the vital importance of the County's air, water, land and life and of the botanic and physiographic features of Butte County. The residents of the County should be encouraged to become familiar with the characteristic plant and animal life of the County and their successional sequences as influenced by geology, climate, soils and man. Butte County is an area of high hunting and fishing interest and it is important to identify the delicate interrelation between animal and man and the impact that man has on the natural environment.

More and more Californians are seeking natural and man-made beauty, as well as the fresh air and open space which Butte County has in abundance. The County, can, if these qualities are preserved and new ones created, provide attractions for tourism which could become its principle industry and help create a sound economy. In so doing, it would preserve the type of environment that future generations of Butte County residents deserve.

Water

In the Summary of Water Resources in Butte County, issued in 1960 by the Butte County Water Resources Board, the data presents the findings of an inventory on precipitation, surface flows, potential stream development and distribution systems, ground water conditions, future needs of the County and possible supplemental sources to meet these needs. It also includes quality of water data, summary data on irrigable acreage, storage facilities, and other information relating to water development.

This report was supplemented by the Leeds, Hall and Jewett, Inc. report of November, 1963, and the Water and Sewer Plan of the Public Facilities Element of this General Plan by Cook and Associates.

Domestic Water

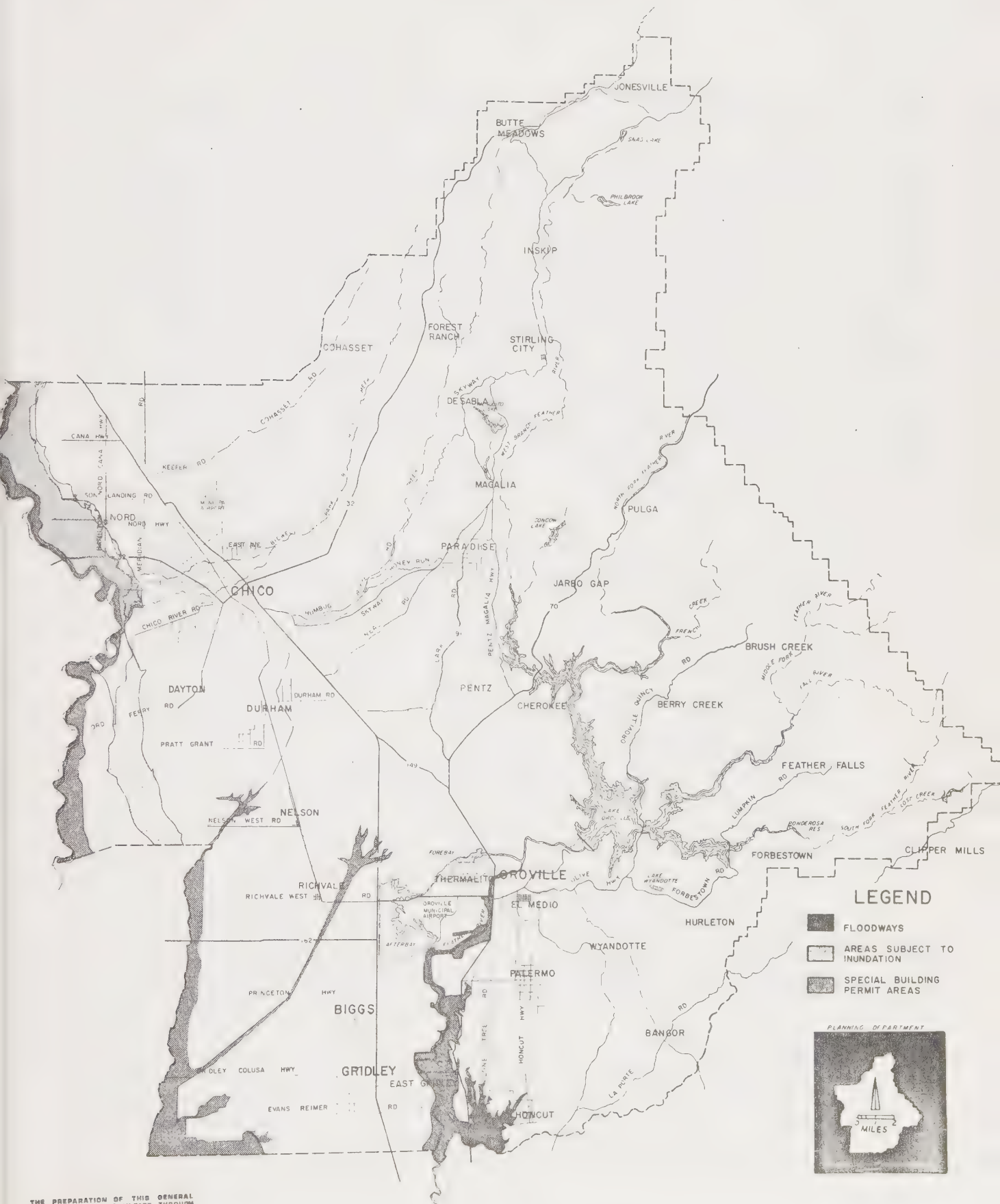
At present the vast majority of people in the highly-developed urban areas are served domestic water from approved water distribution systems. From the standpoint of public health, community sanitation and fire protection, this is not only commendable, but very desirable. Policies should be developed to require that all high-density developments be provided domestic water from approved community systems.

In many of the foothill and mountainous areas of the County, where development is bound to occur, water is not always readily available, and therefore, impractical on an individual basis. In these remote areas where this condition exists, community or mutual water systems will be necessary.

Flood Control

Conserving and controlling flood, storm and waste waters is an important objective in the County. In addition to the inherent values of flood protection and water conservation, there is value in correlating a water control project with the many other facets of urban development and for the protection of prime agricultural land. The general goal of any flood control program is to obtain the optimum use of the water resources of the County while protecting life and property. Second goal for any flood control program should be to effect savings in the cost of flood control projects and other public utility and private projects. The savings can be realized by coordinating flood control projects with fuel, water, gas and electrical installations, street programming and paving and land acquisition projects. The underlying principle for any conservation in flood control programs should be to control and conserve flood, storm and waste waters as efficiently and practically as it is feasible to serve the basic objectives of the plan. The larger streams in Butte County are subject to heavy run-offs and a number of streams have caused considerable flood damage in the past. Corrective flood control projects have been completed in the past ten years which have alleviated the majority of the flooding problems. However, other streams are still subject to flooding and the threat of greater property damage could become a reality as development continues along the exposed flood control plains of the streams. Under the Flood Control Act of 1944, flood control projects were authorized along the Sacramento River and minor tributaries. The streams designated for work in Butte County were: Mud Creek, Sandy Gulch, Big and Little Chico Creeks, Butte Creek and Cherokee Canal. Work has been completed on these projects at an approximate cost of 5 million dollars.

Butte County is presently attempting to obtain bank protection work at critical points along the Sacramento River through the Federal authorized Chico Landing to Red Bluff project. One of the conditions set forth in the authorizing document of this project is that the areas adjacent to the Sacramento River will enforce flood plain management program. In March of 1971, Butte County adopted an ordinance to control and set standards for building in the flood plain to meet the Federal requirements. Funds are presently being sought at the budget appropriation hearing in Washington for this much needed bank protection work. The work will consist of



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BUTTE COUNTY COMPREHENSIVE GENERAL PLAN CONSERVATION ELEMENT - FLOOD CONTROL

sloping and placing rock revetments on the banks in areas where major erosion is taking place.

Generally there are two alternatives to accomplishing flood control objectives. One is to divert the excess flood waters to existing drainage channels and diversions and to construct levees to accommodate the increased flow. Second alternative is to construct upstream storage reservoirs. Although upstream storage facilities are generally more expensive, than levee projects, it is felt that there are many tangible and untangible benefits derived from stored water which warrant a careful study of the two alternatives when flood control projects are being considered. The conservation features of upstream storage reservoirs has merit in that there is a possible financial benefit from the sale of stored water and the recreational activities. The principles upon which the conservation, flood control and drainage element of the General Plan is founded are:

- . That it is desirable for the County to obtain the optimum development of conservation, flood control and drainage facilities to protect the public welfare and aid in the orderly development of the County.
- . That metropolitan urban areas will be developed to varying population densities and urban uses with resulting drainage variables. This urban development should be coordinated with an overall drainage and flood control development plan. Since there are many topographic and man-made obstructions to efficient drainage which will be limiting factors to the size of individual drainage areas. Precise plans, capacities, numbers and locations should be determined by the concerned public agencies.
- . If drainage entities are defined and mapped, and storm and waste water disposal facilities precisely located in advance of anticipated construction, many projects can be timed into a single development thereby reducing the incidence of later disruption to existing facilities and consequent rebuilding.
- . All storm water disposal facilities should be reviewed with the other considerations of the General Plan. This will insure that water control sites and storm drainage lines will be adequate for planned future urban growth without the necessity of expensive enlargements or parallel facilities.

Water Pollution

Water quality is influenced by natural factors and by the activities of people.

Water has many unusual properties. It alone occurs on earth in three distinct forms at the same time--solid, liquid, and gas. Water quality changes as it moves through the water cycle:

1. Water vapor mixes with gas in dust and clouds,
2. Vapor condenses around small particles to form rain or snow,
3. Evaporation increases concentration of mineral in water left on earth,
4. Changes in water quality in lakes due to physical, chemical, and biological processes,
5. Quality of surface water is modified by contact with soil and air,
6. Irrigation increases concentration of salts in water,
7. Surface water quality is further modified by chemical reaction among salts, sediment, and biological materials in water,
8. Cities and factories add chemical and organic pollutants to the water,
9. Ground water is modified chemically and physically by the minerals and gases dissolved from the rocks,
10. Salt water from oceans mixes with fresh water from the rivers (surface water),
11. Mixing along salt fresh water interface (ground water); this is called the estuarium zone --- the edge of the sea where salt water combines with fresh,
12. Water quality in ocean is altered by physical,

chemical and biological processes,

13. Dust and spray are picked up by air movement from the land and/or water surface and introduced into the atmosphere.

Natural processes contributing dissolved and suspended materials to water are virtually beyond man's control. The release of industrial agricultural, and municipal wastes to streams and underground water are activities of man, and to varying degrees controllable. The word "pollution" is commonly used when these activities of man are of such nature as to degrade the natural quality of the water. Pollution, however, like the term "quality" has many meanings. To some people pollution means acid mine wastes flowing into a stream, to others introduction of pesticides and agricultural chemicals, or the discharge of untreated sewage, or sediments from urban development. To the angler, it may be water temperature too high for sport fish to survive. A Colorado court decision in 1934 defined pollution as thus: "For the purpose of this case, the word pollution means an impairment, with attendant injury, to the use of water that plaintiffs are entitled to make. Unless introduction of extraneous matter so unfavorably affects such use, the condition created is short of pollution. In reality, the thing forbidden is injury. The quantity introduced is immaterial."

Economic and population growth not only multiplies demand for water, it simultaneously swells volume of waste materials reaching water courses. Degrading of water quality is to some extent inherent in use. The transportation of wastes from home, factory, or farm may be a beneficial use of water but at times man offends nature when such waste disposal practices are abused. Problems arise with such abuses and controls become necessary to the benefit of the community as a whole.

Butte County has many outstanding waterways which serve as sources of domestic water supply and for recreation and fisheries. Several of these waterways are under consideration by the State Department of Water Resources for inclusion in the Protected Waterways Act which is an adjunct to the Wild Rivers Act enacted by Congress. It is imperative that the waterways of the County be preserved for domestic consumption, recreation and wildlife for future generations. The State Water Resources Control Board has established regulations for water quality pursuant to the authority vested in it by Sections 185 and 13626 of the Water Code in Title 23 in the California Administrative Code. The Board charged with

setting standards and enforcing the regulations of the State Water Resources Control Board is the Central Valley Regional Water Quality Control Board which sets standards for the discharge of human and industrial effluent into the waterways of the County and established standards for sewage treatment facilities and their operation.

There are two areas of primary concern in the County. One is those mountain and foothill rivers and streams where wastes are discharged into these waters. Waste discharge should be treated so that suspended and settleable solids, biological degradable organic substances, and bio-stimulatory nutrients, toxic substances, and chloroform organism are removed to the extent necessary to generally maintain the existing water quality control conditions. The other area of primary concern is the lowland fresh waters. Waste discharge to these waters should be treated so that suspended and settleable solids, biological degradable organic substances, and bio-stimulatory nutrients, toxic substances, and chloroform organism are essentially completely removed and nutrients are reduced to a level that will assure against bio-stimulation of surface waters. Projects in these areas should provide for maximum water reclamation with proper planning for irrigating and other beneficial uses. The key to a consistent high quality of water in the County is water quality management. An adequate supply of water of a quality suitable for all uses requires good water quality management. Pollution abatement, improved waste treatment, efficient use of water, recycling of industrial water for reuse, reservoir release to increase low stream flows are some of the most widely used management techniques. Successful management of both water quality and water quantity must be in accord with the principles of hydrology, science of the earth's waters. Water quality management will receive increased attentions in the future plans of water development. The privilege of using water only once and then discarding it is becoming more of a luxury.

Some areas where research are needed on water quality are salt balance of irrigated valleys, wastes treatment and water use; effect of conservation measures on sediment yields; effect of herbicides, pesticides, and commercial fertilizers on water supply; the effect of high water temperature on some fish life and aquatic plants; the effect of surface storage on chemical quality of water; the assessment of future water requirements; measurement of sediment bedloads. In the future, the agencies charged with the responsibilities of reviewing the development of the County should review proposals on the basis of their potential for water use and waste water disposal. Those

projects which do not conform to the standards set by State Water Resources Board should not be approved until assurance can be given that the development will not have a detrimental effect on the water quality of the County. The County should adopt local ordinances consistent with existing State and Federal regulations for water quality and which relates to local land-use policies.

Air Pollution

Although air pollution is normally considered a problem of highly urbanized areas, it is becoming an increasingly serious problem throughout California.

In 1970, a 35-page report was published by a special environmental council created by Governor Reagan and the Legislature. In the Report, it stated: "It is now abundantly clear that only the boldest and most imaginative measures will be capable of saving the State from an environmental disaster." The Report noted that air pollution is killing the Ponderosa Pines in huge quantities in the San Bernadino Mountains, 80 miles east of Los Angeles but stated that it was even more frightening that these Pines were now dying throughout the State including those located in such remote areas as Sequoia National Forest. The Report further noted that it was obvious that air pollution had become a state-wide problem since pollution problems are occurring in communities such as Fresno which is surrounded by nothing but agricultural lands and mountain areas.

Air contaminating activities of civilization fall into three general categories: 1. attrition, 2. vaporization, 3. combustion.

- Attrition is the dispersal of particulates (particles of solid or liquid material) into the atmosphere. Such attrition processes include sanding, grinding, demolishing, drilling, spraying. A multitude of industries inevitably contribute to pollution by attrition.
- Vaporization is the change of a substance from liquid to gaseous state. Vaporization has two aspects as a contributor to air pollution. One is the vaporization of substances under heat and pressure. The other is the natural vaporation of volatile materials (a volatile material is one that readily evaporates at normal temperatures.) Vaporization is the major cause of odors, offensive or otherwise. Some materials are particularly volatile; that they change easily from liquid to gas at relatively low temperatures. All they need is the space to expand in. Gasoline is such a

liquid. Other materials evaporate only under heat or pressure. But innumerable chemical, and industrial processes use heat and pressure to induce material changes. In the course of these operations, some of the components vaporize and so we have pollution.

- Combustion is the third of the trouble-making processes of urbanization or civilization and is probably the most basic of our air pollution problem. Combustion is the process of burning. It is the chemical combination of certain substances using oxygen, the production of energy being the result. When fuel is burned with the aid of oxygen creating by products such as water vapor, carbon dioxide, and waste materials, imperfect combustion is taking place--the fuel wasn't completely usable, and the fuel-using mechanism has emitted polluting substances. Combustion is never complete or perfect whatever the situation and different circumstances and combustion processes produce varying emissions.

The sources of pollution are generally divided into five categories: transportation, power plants, space heat, refuse disposal, and industry. The amount of pollution these five sources produce is usually given in millions of tons per year of the major pollutants--carbon monoxide, sulfur oxides, hydrocarbons, nitrogen oxides and particulate matter.

Air pollution has numerous effects on human health and animal life. Air pollution can also effect metal and stone, fabrics, rubber, fruits, vegetables, flowers, and trees. Although air pollution is a serious problem primarily because of its effect on human health, it has, however, a detrimental economic effect. The economics of polluted air can result in higher medical costs, greater absenteeism, higher food bills, lower real estate value, reduced or destroyed crops and costlier equipment. The economics of air pollution, of course, are important because of the effect in building, clothes, and crops, but it would be unfortunate to weigh the dollar cost of control against the dollar cost of pollution. The principle problem is that pollution threatens not only man's health and his economy but that it has detrimental psychological effects which are not measurable by any medical or economic standards.

The inability to see mountain ranges or enjoy a countryside because of sight-obscuring air pollution or because of fowl odors or eye irritation destroys man's ability to relate to his surroundings in a positive way. The cost of pollution then is both measurable and immeasurable and the greater danger may be in the effects which can not be measured in any medical laboratory or on a profit and loss statement.

In January of 1971, Butte County formed an air pollution control district to comply with the State Air Resources Board regulations for air pollution. The State Air Resources Board has adopted agricultural burning guidelines and meteorological criteria for regulating agricultural burning which are to be incorporated into the Butte County Air Pollution District regulations. Regulations to control other sources of air pollution have also been adopted by the District with these guidelines. Butte County is one of the six air basins where these guidelines were applicable. By September 17, 1971, the State has required that the Board of Directors of the Air Pollution Control District have an implementation plan with these guidelines. The Butte County Air Pollution Control District regulates the burning of agricultural products, industrial and commercial wastes, and wastes emanating from residential development.

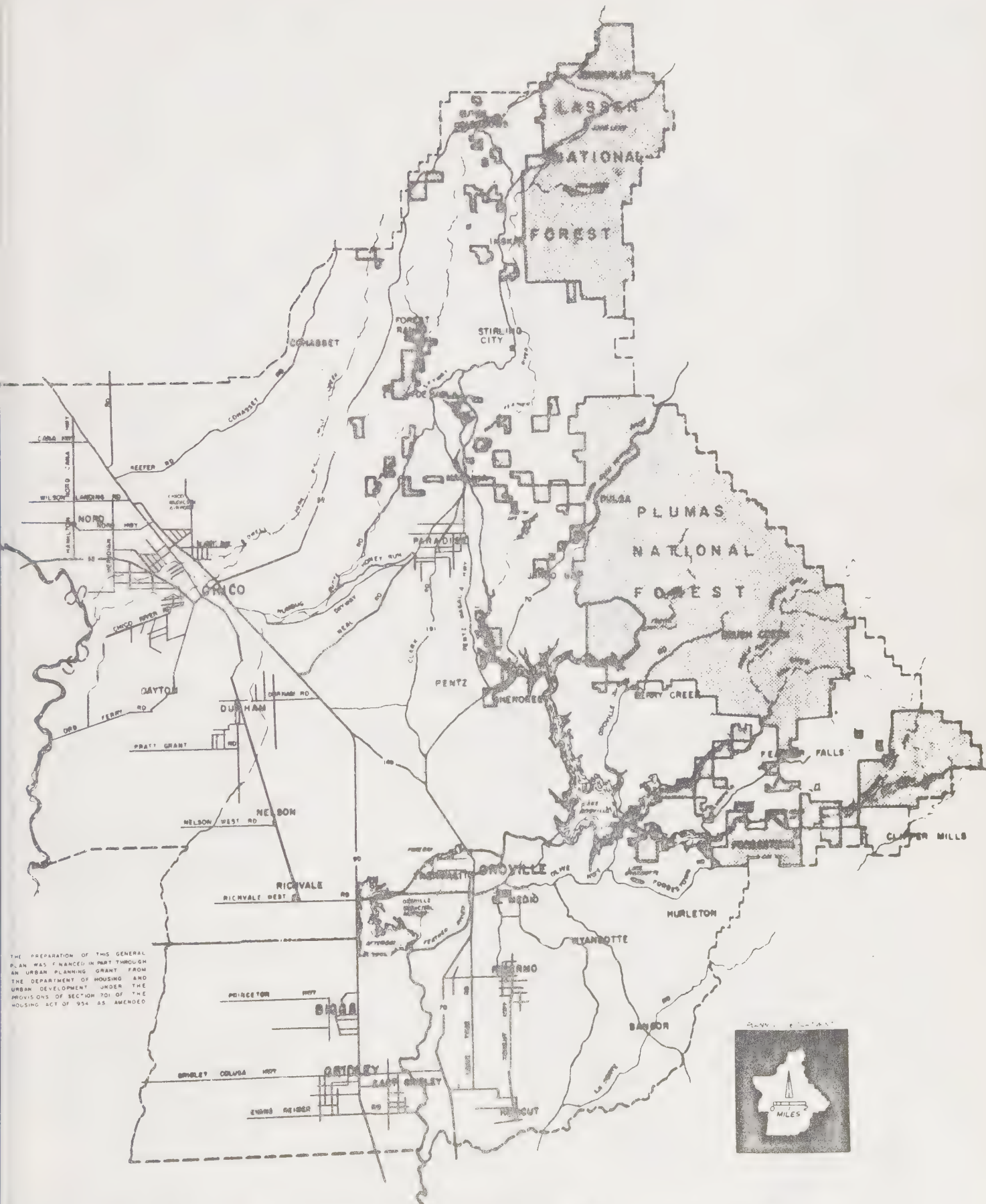
It is recommended that in the future Butte County Air Pollution Control District adopt any regulations which will preserve and enhance the quality of the air in Butte County and that the District encourage constructive Federal or State legislation which will solve the problem of air pollution on a broader basis.

Soils

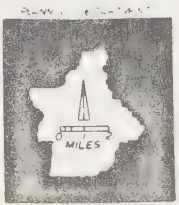
The soils of the Valley and low foothill areas with adequate water produce a variety of high value crops as well as grazing for cattle, horses, and sheep. These soils should be protected from overgrazing, and the indiscriminate destruction of native vegetation which may cause soil erosion and stream siltation. Depletion of the soil as a non-renewable resource can be prevented by the proper study of soil and geologic conditions, and thousands of dollars in loss to residents of the County may be prevented. Just as there are variations in the value of soil types for agriculture, there are certain types of soil best suited for urban development. Soils should be rated for corrosivity, expansive characteristics, drainage and other properties that determine their inherent ability to accommodate construction. Those with expert knowledge of soils should be consulted to aid public and private agencies in determining proper locations for urban as well as agricultural land uses.

Sand and Gravel Deposits.

Deposits of sand, gravel, and building stone should be identified and the development of these deposits carefully regulated to prevent depletion of these natural resources through improper methods of removal.



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Butte County Comprehensive General Plan

CONSERVATION ELEMENT - FORESTS



- | | |
|--|---|
| <p>Class 1 Very good cultivable land. Deep soil, nearly level, little or no erosion, adapted to a wide variety of crops.</p> | <p>Class 5 Very well suited for grazing or forestry.</p> |
| <p>Class 2 Good cultivable land. Gentle slopes, usually moderately deep soil, or other minor problems. Frequently requires protection from erosion.</p> | <p>Class 6 Well suited for grazing or forestry. Not arable because of steep slopes susceptible to erosion.</p> |
| <p>Class 3 Moderately good cultivable land. Usually moderate slopes, somewhat steeper than capability 2 land; often shallow soils, moderate to severe erosion common.</p> | <p>Class 7 Fairly well suited for grazing or forestry use because of very steep slopes and excessive erosion.</p> |
| <p>Class 4 Fairly good land. Suitable for occasional cultivation, usually not more than 1 year</p> | <p>Class 8 Land not suited for cultivation, grazing, or forestry. It may be used for wildlife recreation, or protection of water supplies.</p> |

Butte County Comprehensive General Plan

CONSERVATION ELEMENT - SOILS

Conservation

Urban Encroachment on Soil, Fisheries and Wildlife

The impact of erosion, sedimentation and flooding that arise from urbanization and/or subdivision construction, are in many cases, not limited to the development sites. It is especially disconcerting that the overall effect, of a development, is not fully considered before the development is permitted. A significant factor of urbanization and the resulting subdivision development is the irreversible preemption of other land uses, and the resulting danger of soil and vegetative related problems, wildlife habitat and waterway pollution.

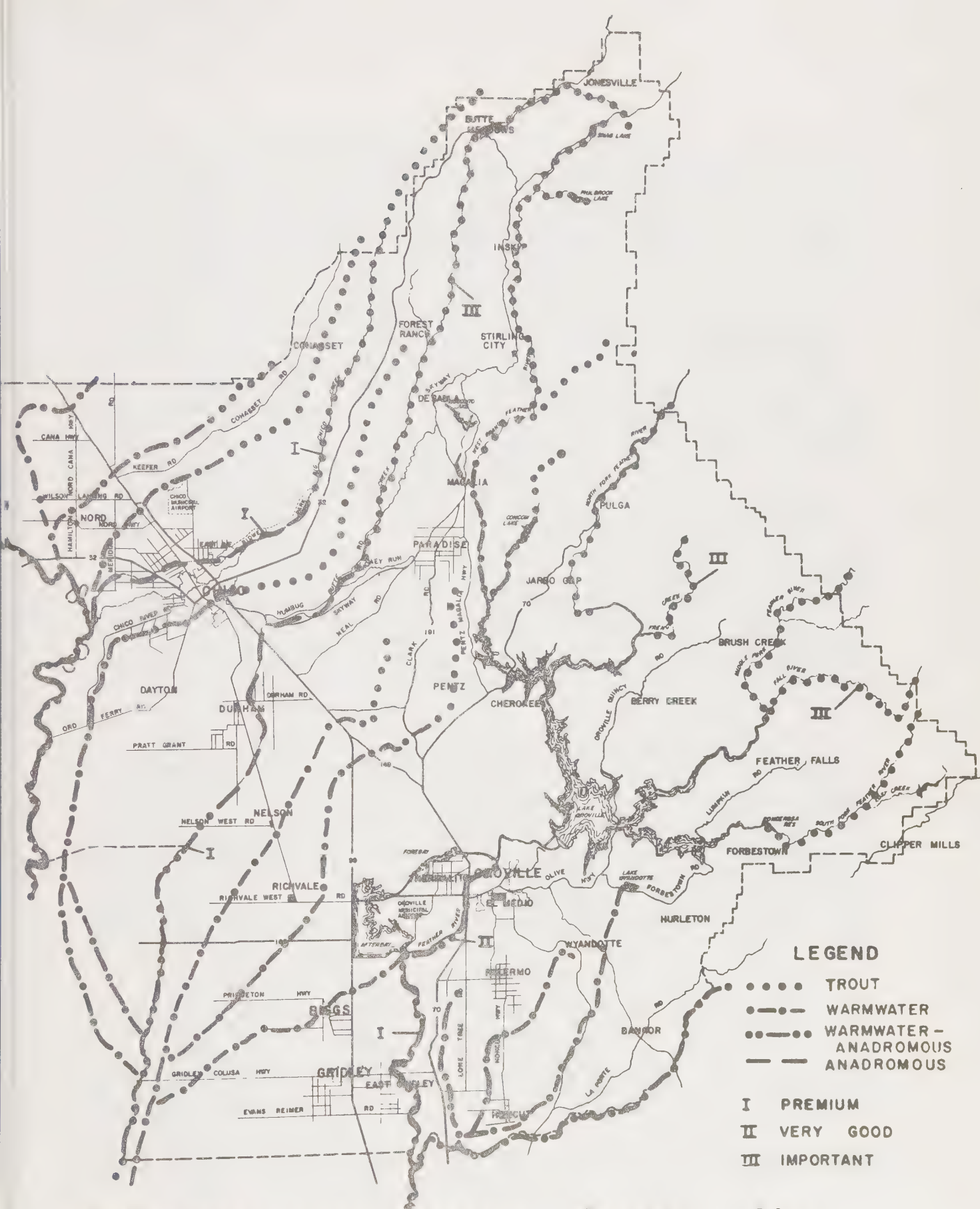
Wildlife

Acknowledgement by Game Management Officials of deterioration of existing wildlife habitat by intrusion of urban development, with the possibility of certain species becoming endangered to the point of extinction, should also be a consideration of land use.

The migratory routes of wildlife, which have been established by the basic survival requirements of the individual species, should be recognized as an integral part of the eco-system.

The pine, fir and chaparral habitat of the high summer range area of the migratory deer supports a large deer population, during the summer months, and is an extremely important fawn producing area; whereas, the lower foothills of chaparral, oak and grass land provide the food, water and cover necessary for winter survival of the same deer herds. Any imbalance of this delicate eco-system either by urban sprawl or intensive land use directly effects the deer population and should, with these factors in mind, receive critical review.

Seasonal marshlands which support aquatic plants provide the vitally needed winter habitat for migratory waterfowl while the permanent marshlands support the eco-system necessary for waterfowl and other water associated birds nesting habitat. Portions of the "Butte Sink", classified as "of premium quality in permanent marshland", is located in Butte County and should be protected for the preservation of wildlife as well as the recreation value the wildlife stimulates.



Butte County Comprehensive General Plan **CONSERVATION ELEMENT - FISHERIES**

Riparian lands which support stream side vegetation become extremely important inasmuch as the food and cover these lands provide are necessary for a great variety of wildlife (i.e. pheasants, quail, doves, song birds, and a large number of fur bearing mammals). This particular type of habitat, by the very nature of its aesthetics, is in great demand for development and in many areas has been totally eliminated by intensive land use. Two of these remaining areas of "premium riparian habitat", in the State of California, are located in Butte County. One on the Sacramento River from Keswick to the Delta, which includes Butte County, and the other, the Feather River from Oroville south to the Sutter and Yuba Counties lines. These areas should be very carefully controlled to protect this environment if the wildlife that depends on this particular habitat is to continue to survive.

Fisheries

Within the Protected Waterways Plan (Initial Element), a Report was prepared by a study staff assembled from the five departments in the Resources Agency: Fish and Game; Parks and Recreation; Water Resources; Navigation and Ocean Development; and Conservation (Division of Forestry), in which Chapter II is directed to Section 3 of the Protected Waterways Act which requires among other elements, specific identification of waterways for "Extraordinary Values".

Butte County possesses several waterways which have been classified in this Report as possessing extraordinary values as fisheries. The classifications are Class I, Premium Waterways; Class II, Very Good Waterways; and Class III, Important Waterways. These fishery classifications include anadromous fish and inland fish. Anadromous fish being king and silver salmon, steelhead trout, striped bass, american shad and white and green sturgeon. While inland fish include cold water and warm water species (i.e. trout, bass, sunfish and catfish).

The Sacramento and Feather Rivers and Butte Creek and Big Chico Creek received Class I, Premium, for anadromous fish, while Butte Creek, Fall River, French Creek and the Little North Fork of the Middle Fork of the Feather River received Class III, Important, for inland fish (trout). The Sacramento and Feather Rivers also received classifications for inland fish: the Sacramento, Class I, Premium, the Feather, Class II, Very Good. Lake Oroville received Class I for combination reservoir (inland fish). Inasmuch as the Middle Fork of the Feather River from its source to Lake Oroville has been placed

in the National Wild and Scenic Rivers Act, the extraordinary values of this waterway have already been recognized.

The preservation of these already classified extraordinary fisheries and all other waterways depends entirely on all land use, not just the land immediately adjacent to any one development.

In Nevada County, Mountain Subdivisions, which cover 56,000 acres, have by siltation and turbidity seriously damaged, according to the Department of Fish and Game, 160 miles of inland waterways (trout) and, therefore, directly effected the recreation and aesthetic value of the surrounding areas. The 160 miles of damaged waterways represents 37 percent of the trout streams in that County.

Healthy waterways which contain clean cobbles create ideal spawning beds and create the habitat required for aquatic insects that are essential as food for fish. Sedimentation, siltation and turbidity destroys the basic conditions required for spawning beds and aquatic insect production. In reservoirs and lakes nutrients borne by sediment result in accelerated eutrophication, a process resulting in an overabundance of algae and the eventual loss of fish life. Among the many lakes suffering from increased nutrients from sedimentation are Lake Tahoe, Clear Lake and Lake Berryessa.

Soil erosion occurs naturally, but as man alters the soil, vegetation and runoff, the problems are accelerated. Intensified land use within areas of severe soil erodibility greatly increases the sedimentation conditions in waterways. Roads, which are a concomitant of intensified land use, require vegetal removal, creation of impermeable surfaces, and installation of the necessary drainage facilities and therefore accelerate soil erosion by 10 to 50 times the natural rate. This sedimentation is deposited in the waterways damaging if not totally destroying the ability of the waterway to support fish life.

Soil Erosion

Man's activities and natural phenomena such as fire and flood cause the problems associated with the soil mantle and vegetative cover.

The activities which contribute to soil and vegetative problems,

listed in their order of importance are:

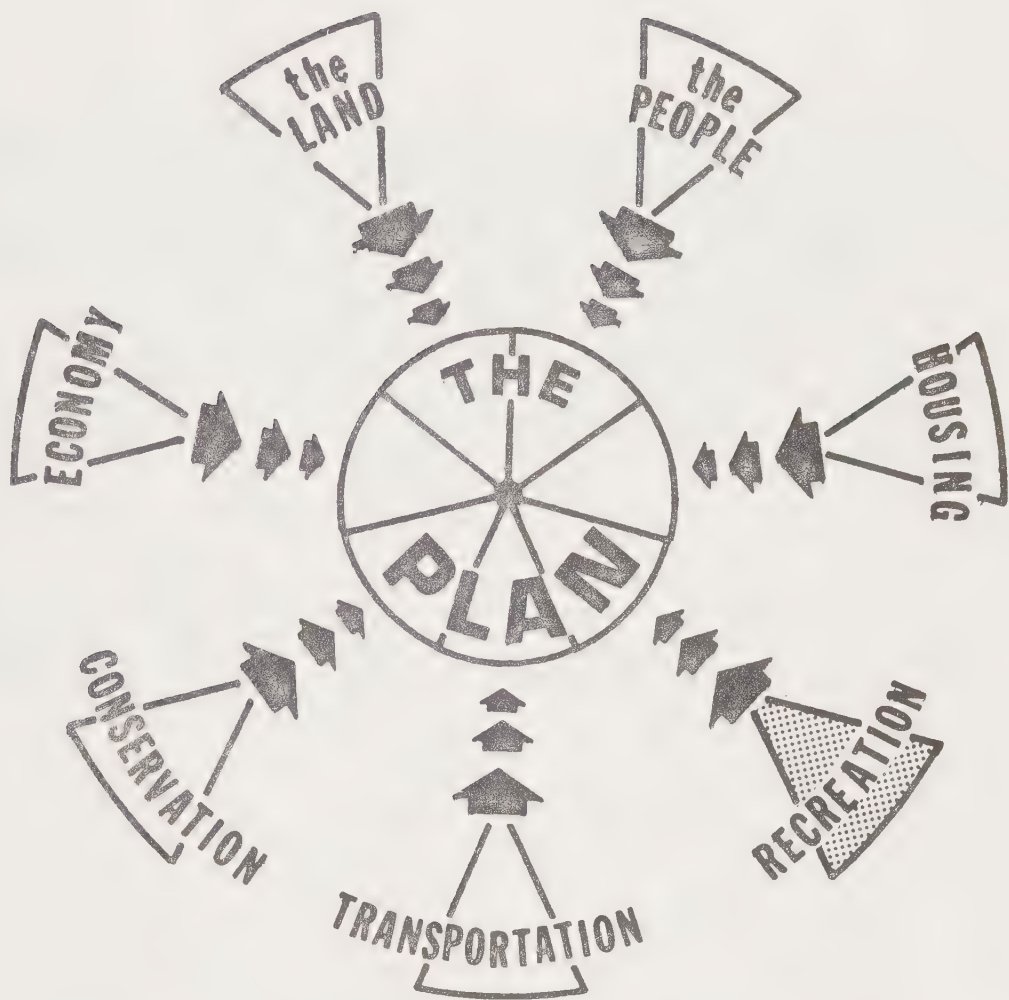
1. Roads
2. Urbanization
3. Agriculture
4. Logging
5. Fire
6. Floods
7. Recreation
8. Wildlife
9. Mining

Construction of roads has the most serious impact on the soil mantle and intensified land use increase the requirement for roads. Roads accelerate erosion by 10 to 50 times the natural rate, their densities and location have a significant effect on the overall erosion rate, with natural runoff patterns altered to suit road alignments resulting in increased erosion and intensification of down stream flooding.

Possibly the most dramatic impact of road building is the visual effect on the landscape; the sterile nature of the exposed soil in an otherwise vegetated environment, and the increased incidents of land and rock slides associated with road failures which becomes scars of urbanization that are irreversible.

Mountain subdivision roads usually associated with second home or recreation subdivisions, and unpaved back country roads, have unusually high erosion rates, due to the mountainous areas soils, topography and climate. The larger cuts and fills with their exposed slopes accentuates the runoff problem with revegetation quite difficult in the sterile granitic soils prevalent in the Sierra Nevada Mountains.

Throughout the State of California roads which qualify as town roads (similar to subdivision roads) make up approximately 73% with County roads occupying 24% and State Highways the remaining 3%. It would appear therefore that roads are a dominant contributing factor to the soil erosion problems, and the full impact of roads on the soil and vegetation in Butte County should be defined and control measures established for road-related soil and vegetative problems so that these problems will be minimized if not eliminated.



Parks

The primary function of County Government in the field of parks and recreation should be the conservation of large natural open spaces suited for park and recreation development and to encourage the various recreation districts to develop recreational facilities that will be used and enjoyed by County residents, tourists and other visitors to the County.

A regional responsibility of County Government was stated in the County Recreation Policy adopted by the County Supervisors Associations of California in 1960. "County Government should be the primary supplier of day-use regional recreational facilities within a County, when such facilities are intended for use throughout the County."

Although the County has limited direct involvement in recreational planning and has delegated this responsibility to the various recreation districts, the impetus for the development of regional parks or regional recreation areas is a County responsibility.

The continuing trend toward greater expendable income and shorter working hours for the average person has inevitably resulted in an increase in the amount of leisure time for the average person. This trend seems likely to continue with increasing rapidity in the future. The General Plan has not intended to depict all of the many recreational facilities that will be required to fill these needs by 2000. The full responsibility for providing recreational facilities for the visitors and residents expected by 2000 must be divided among many agencies. Some of the recreational facilities to be provided in Butte County will be the result of the Federal and State government, some by special recreational districts, and based on present trends, it is evident that many recreational facilities will be provided by private enterprise. This General Plan indicates only those parks and trails that are presently existing or proposed and not those needed to serve the entire County by the year 2000.

Tourism

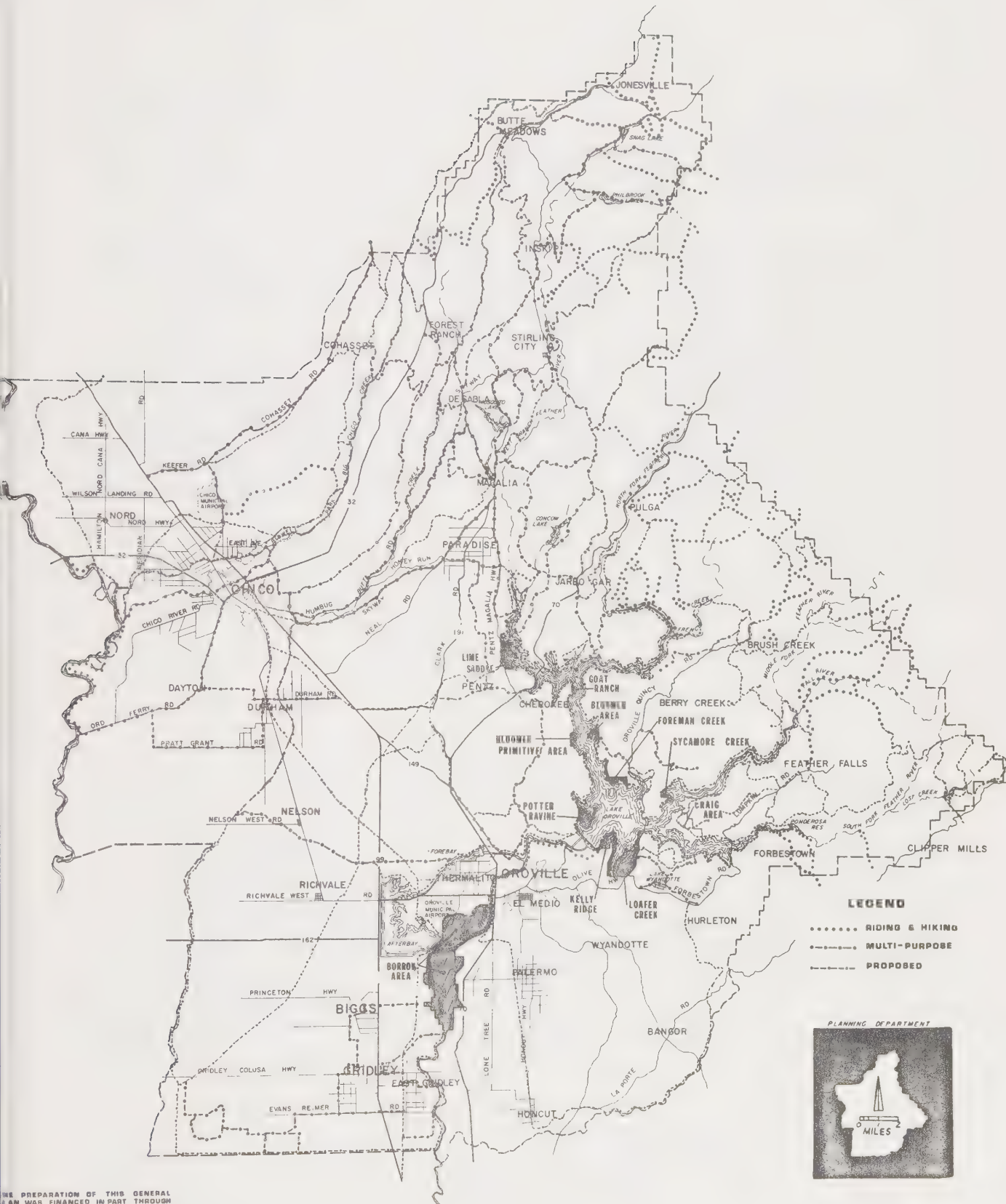
Tourism is a very important factor in the present and future economic development of the County. The County has been an attraction for people over the years because of its renowned beauty, hunting and fishing, and historic past. The warm, dry climate, open spaces, and water recreation mean much to people seeking rest, relaxation, sunshine, and a pleasant environment. With the addition of the Oroville Lake and the increased mobility and expendable income devoted to leisure, the County can expect increased tourism and as a revenue producing factor, it will become increasingly important in the years ahead.

The General Plan proposes that greater advantage be taken of the natural opportunities which exist within the area. The County will benefit tremendously from the works included in the state-water project facilities. If the physical works comprising this system are fully developed for recreation, fish and wildlife purposes as well as for the primary purpose of water supply, they should materially add to the value of water resources development by providing additional opportunities for diverse recreational activities.

A corollary to this development is the economic benefit which can accrue on both a state-wide and regional basis in the areas in which each project is completed. Campers, fishermen, swimmers, boating enthusiasts, and others will be attracted to these areas. Not only will they help increase the economic development of the region wherein the project is located, but through purchases of recreational equipment, travel, and lodging expenditures will aid the economy in the urbanized areas along the routes of travel. Recreation is as much an industry on which the Butte County economy could depend as is agriculture and manufacturing if there is optimum development of recreational facilities.

To date, the facilities which were originally proposed for the Oroville Lake Project have been only partially funded by the State and only a fraction of the development has been realized. The Loafer Creek area of the recreational development plan has been partially developed but still falls far short of the total development as proposed by the Department of Water Resources Recreation Plan. Of the 1200 campsites, 800 picnic tables, and numerous ancillary facilities, only a small portion has been constructed. Although the County has constructed a boat ramp and mooring

facilities at the Limesaddle Recreational Area, the picnic, camping or beach areas as proposed in the development plan have not been constructed, nor are they proposed for construction in the near future. The same is true of the development that was proposed for the Forebay and Thermalito Afterbay Recreation Areas. Some picnicking facilities and partial completion of the proposed parking facilities have been accomplished at the Forebay site, however, it is not developed as originally proposed. The Development Plan for the Oroville Borrow Area which would have provided extensive waterfowl hunting, fishing, camping and picnicking has never been developed. 1970 was the year assumed for the completion of initial development. The State estimate for recreation use at the borrow area gives some indication of the revenue from tourism lost to the County. The County will not realize the full benefits of the Oroville Lake Project until facilities constructed to accommodate vacationing visitors offering a full range of accommodations for recreation and living, with the necessary amenities are available to those wishing to visit and vacation in Butte County. It is recommended that every effort to encourage the State to complete the Recreation Development Plan be made for the Feather River Project.



THE PREPARATION OF THIS GENERAL PLAN WAS FINANCED IN PART THROUGH A URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

BUTTE COUNTY COMPREHENSIVE GENERAL PLAN RECREATION ELEMENT - TRAILS & STATE WATER RECREATION AREAS

Park Types

State and Federal Recreational Areas:

State and Federal recreational facilities are used by visitors as well as residents of the County. Although a considerable number of the day users of the State recreational areas are Butte County residents, in the future, it is expected that the continued population growth in the Sacramento and Bay areas coupled with increased expendable income and leisure time and improved access will result in increased usage from out-of-town residents. The State recreational areas are sufficiently large to accommodate most of the present overnight demands for those months when the weather permits use of the foothill and mountain areas. However, because of the limited day use facilities on State and Federal land, and since none are provided by the County, it is doubtful that the present facilities will satisfy all of the public's basic recreational needs in the coming years. The State and Federal agencies should be encouraged to expand the recreational facilities as rapidly as possible.

Riding and Hiking Trails

Another significant element of the total recreational program is the provision of adequate riding and hiking trails. The County Staff has completed a comprehensive study for riding and hiking trails for Butte County in conjunction with the Butte County Trails Committee and various groups from other jurisdictions. The researching encompassed did not include a comprehensive examination of riding and hiking trails on a County-wide basis. It did, however, attempt to coordinate the various suggestions from interested groups and the Trails Committee and incorporate the suggestions into an overall plan for future consideration. The plan as presented should be supplemented at a future date with a detailed riding and hiking element after completion of the necessary research and analysis.

Neighborhood and Community Parks.

Neighborhood and community parks provide for recreational uses

in proximity to the dwelling of the resident. The standards or locational criteria for these parks are not included in this plan. Instead, it is expected that the standards for this type of facility will vary somewhat throughout the County, depending upon the recreational policy of the various city and recreational districts.

The County District or Regional Parks

A County regional park site should be scenic in character and large enough to serve at the inter-city County level. This type of park conserves natural open space for the use and enjoyment of people, while allowing space to accommodate both passive and active recreational activities. Development should be concentrated so that the character of the land will not be destroyed.

District or Regional Park Standards

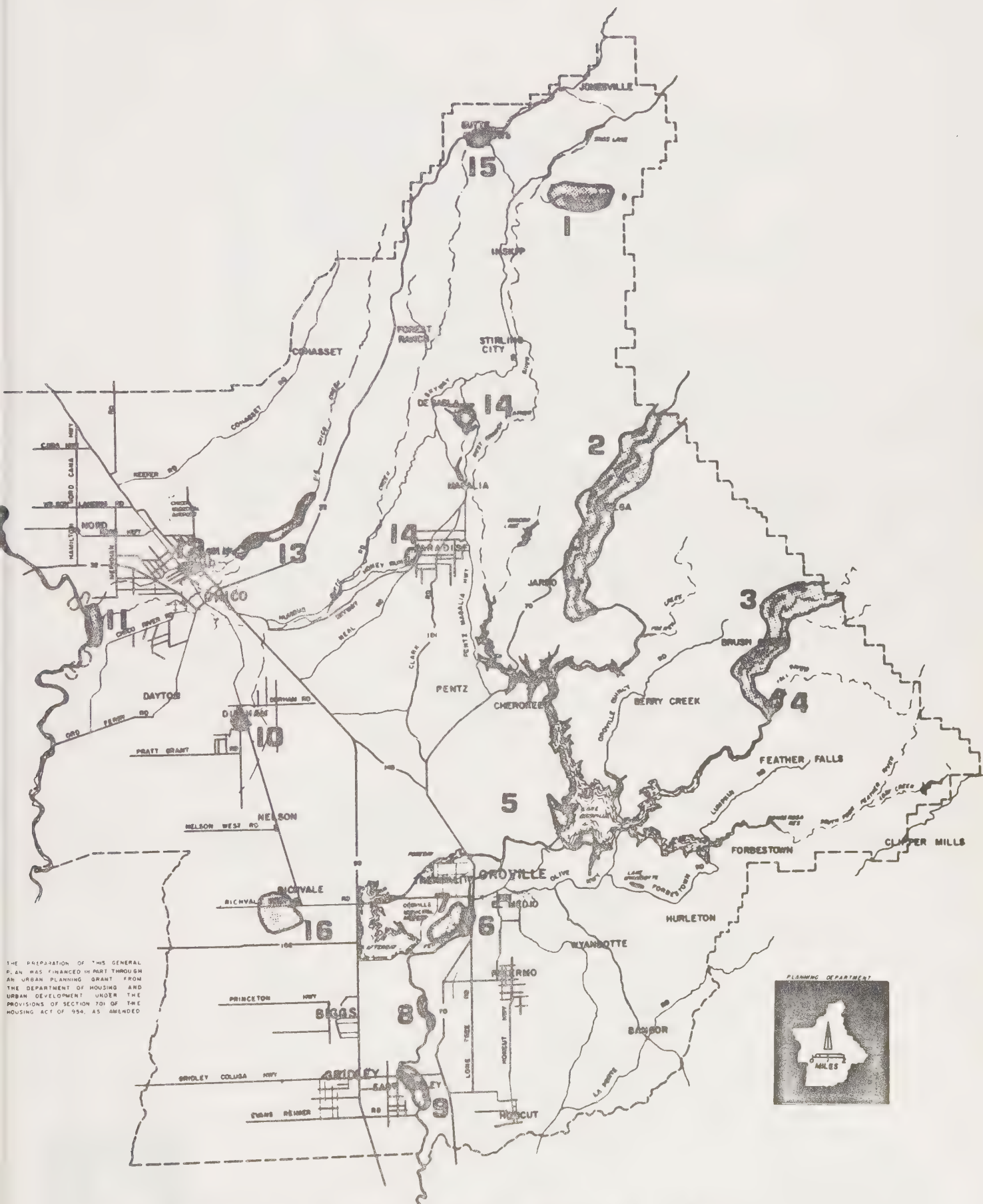
<u>Acres Per 1,000 Population</u>	<u>Size of Site</u>	<u>Radius of Area Served</u>
10 - 15	100 acres minimum	5.0 miles

Type of Recreational Activity

<u>Active Recreation</u>	<u>Passive Recreation</u>
1. Childrens play area	1. Picnicking
2. Field play areas	2. Fishing
3. Outdoor sports area	3. Zoos, arboretums, botanical gardens
4. Swimming	
5. Boating	
6. Hiking, riding, nature study	
7. Golf	

In order that Butte County may continue to have park and recreational facilities that will meet the needs, desires and habits of its growing population the following recommendations are made:

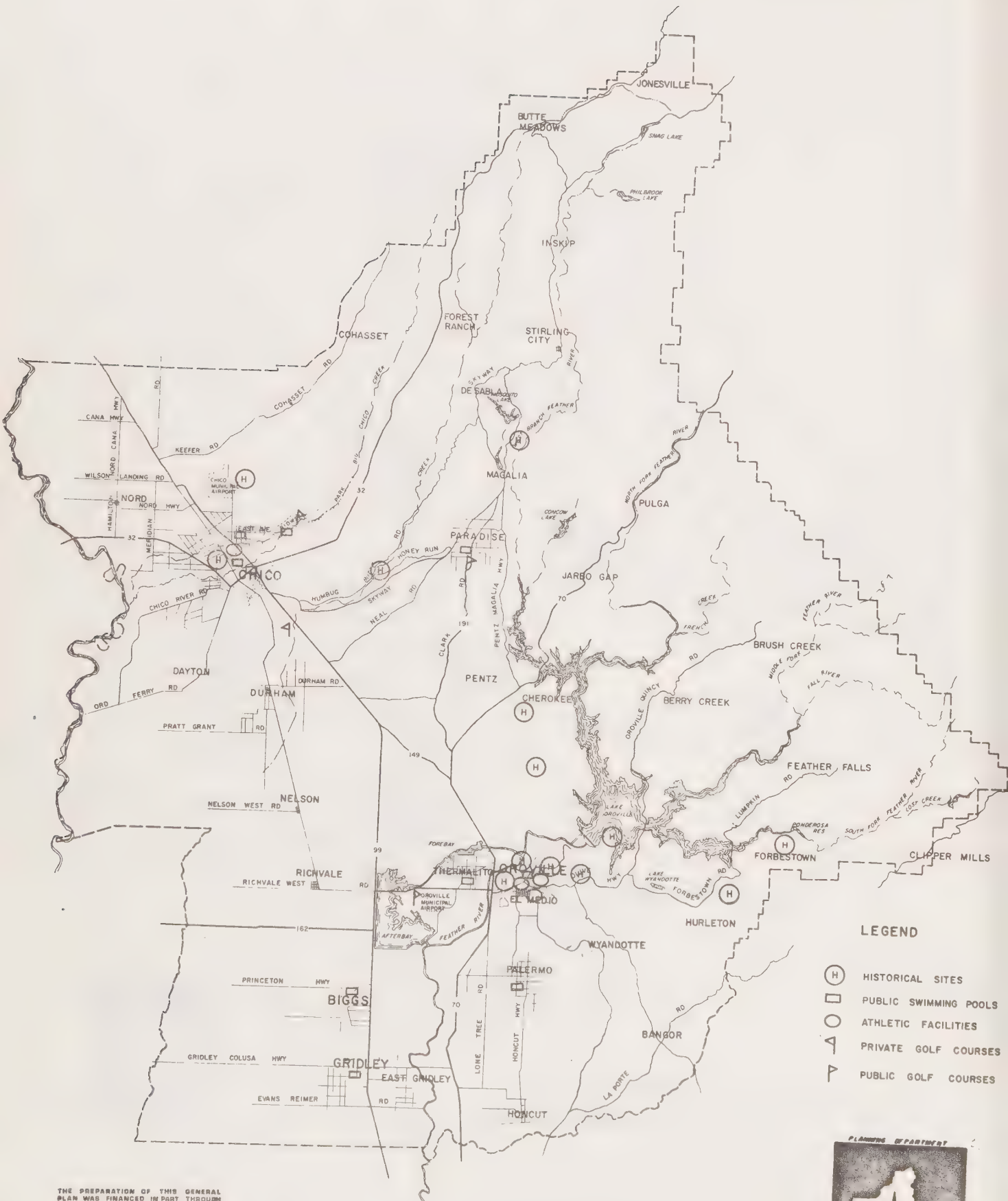
AREA	LOCATION	PROPOSED DEVELOPMENT	DEVELOPMENT AGENCIES
1 Philbrook	North of Stirling City East of Pumbag Road Approx. 4 Miles	Hunting & Fishing Camps, Picnicking Facilities, Comfort Stations, Acquisition & Maintenance of Good County Road to Head of Reservoir Home-Sites	U.S. Forest Service & Butte County
2 Feather River Canyon	From Wicks Corner to Plumas County Line	Roadside Rest Stops with Picnic Facilities, Comfort Stations, Parking for Observation Points	Forest Service, Butte County, State Division of Highways
3 Middle Fork Feather River	Northeast of Oroville Approx. 25 Miles Off Oro-Quincy Road & Reid Rock Road	Hunting & Fishing Camps, Observation Points, Comfort Stations, Wild & Scenic Rivers Act	Forest Service, County, State Dept. Parks & Recreation, Feather River Recreation & Park District
4 Feather Falls	Off Oro-Lumarkin Rd. Approx. 18 Miles from Oroville	Improved Access to Falls, Observation Points, Riding and Hiking Trails, Picnicking Facilities	Forest Service, County, Rec. Dist., State Dept. Parks & Recreation
5 Oroville Reservoir & Facilities	Lime Saddle, Foreman Creek, Bloomer, Crain, Kelly Pidge, Forehav, Loaver Creek, Boat Ranch, Afterbay, Potter Ravine, Fish Hatchery Etc.	Parking, Camp, Picnic, Boat Ramp, Comfort Station Trailer, Food, Gasoline, Oil, Water, Observation Points & other Facilities to Serve the Recreation Minded Public	County, Rec. District & State Dept. Parks & Rec.
6 Feather River	South of Oroville, Near Western Canal Dam	Construction of a Check Dam to Create a Slow-Moving Water Lake for Warm Water Fishing, Boating and Water Sports, Development to Include a Swimming Pool, Picnic Areas, Parking Areas, Landscaping, Boating Marina, Comfort Stations	P.G.&E. Co., County Rec. District Fish & Game, City of Oroville
7 Feather River	In Rock Piles, Southwest of Oroville	Warm Water Fishing in Sloughs & Ponds	County, Rec. District Fish & Game
8 Feather River	East of Piggs	Access to Parking, Comfort Picnicking Facilities, Boat Marina Complex	County & Rec. District
9 Feather River	Near New Bridge, East of Gridlev	Access to Parking, Comfort, Picnicking Facilities, Marina with All Facilities for Boats & Water Sports	County & Rec. District
10 Durham	East of Butte Creek South of Oroville-Durham Highway	Extension of Existing Facilities to Include Additional Field Games, Swimming Pool, Picnic, Barbecuing, Kiddies Playground, Equipment, Parking Areas	Recreation District, County
11 Bidwell State Park	East Bank of Sacramento River Approx. 1 1/2 Miles North of Mouth of Chico Creek	Parking Areas, Boat Ramp & Docking, Picnic, Barbecuing, Comfort Stations, Concessionaire, with Service for Boaters, Fishermen, Tourists, Etc. Organization	Recreation District, County, State Dept. of Parks & Recreation
12 Bidwell State Park	Narrow Strip-North & East of Chico Along Lindo Channel	Parking Areas, Tennis Courts, Small Fore Pile Ponds, Horseback Pits, Landscaping, Putting Green	Rec. Dist., County, State Dept., Parks & Recreation
13 Bidwell City Park	2400 Acres in the City of Chico & to the East	Development in Accordance as Detailed in the Chico General Plan Adopted by City of Chico	Bidwell Park Commission, Chico Area Rec. District, County
14 Paradise	Including the Whiskey Flat Area	Local Park Development, Including Swimming Pools, Recreation Building, Picnic & Parking Areas, Putting Greens, Bowling Greens, Better Access Road to Whiskey Flat Area, Restoration Covered Bridge on Honey Run Road	Forest Service, Recreation District, County
15 Butte Meadows	In the Northern Part of County on Hwy. 32	Camp Sites, Parking, Picnic, Summer Home Sites, Fishing & Hunting, Trailer Spaces, Riding & Hiking Trails, Comfort Stations, National Forest Primitive Area	Forest Service, County
16 Pichville	Western Butte County		Recreation District & County
17 Sank Park Lott Home	Between 3rd & 4th Aves. Montgomery & Bird Sts. in City of Oroville	Development of Park & Museum Area in Accordance with General Plan of City of Oroville Park Board	Oroville Park Board, Rec. District, County
17 Chinese Temple	Between Woodruff & Safford, Elm & Pine Sts. in the City of Oroville	Development & Construction of Additional Buildings to House Tapestries, Heirlooms & Other Chinese Valuables According to a General Plan of the City of Oroville Park Board	Oroville Park Board, Rec. District, County



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Butte County Comprehensive General Plan **RECREATION ELEMENT - PUBLIC**

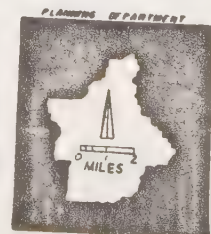


LEGEND

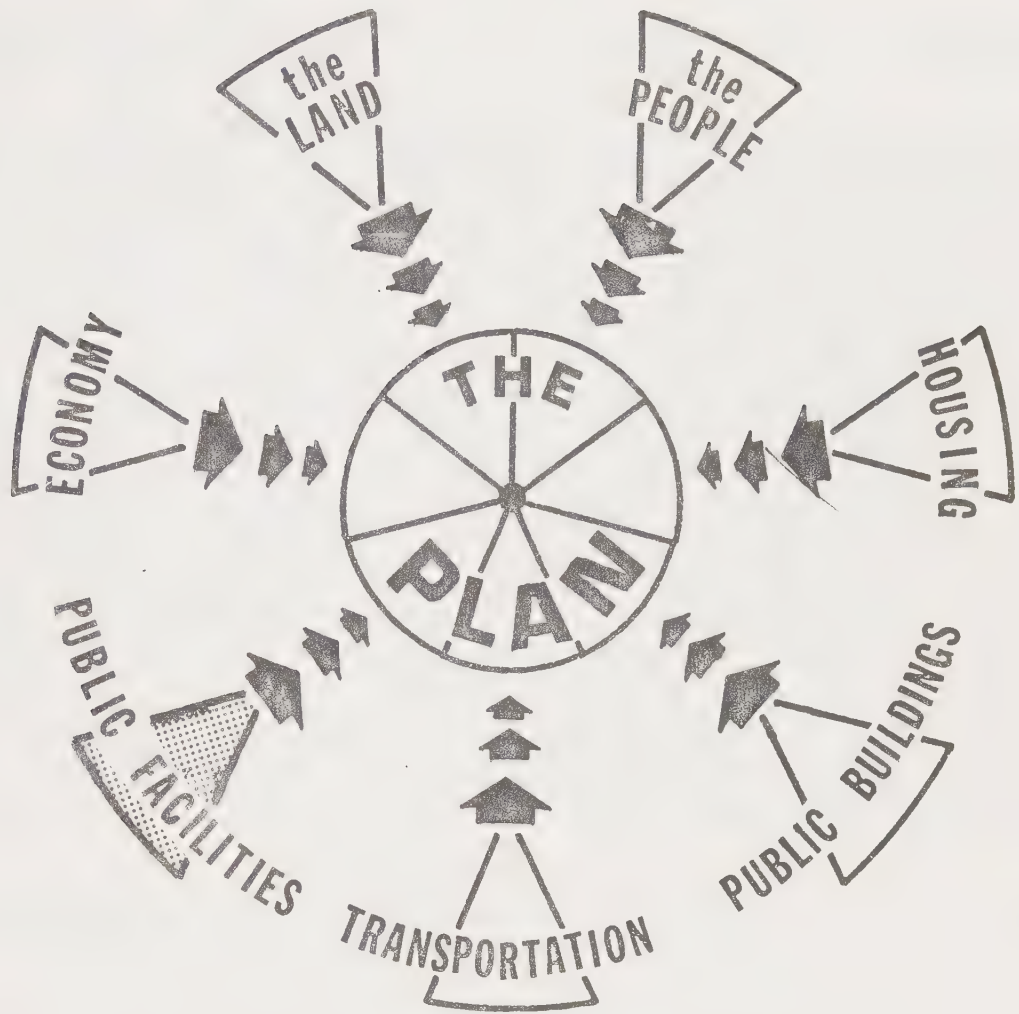
- (H) HISTORICAL SITES
- PUBLIC SWIMMING POOLS
- ATHLETIC FACILITIES
- △ PRIVATE GOLF COURSES
- ▽ PUBLIC GOLF COURSES

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BUTTE COUNTY COMPREHENSIVE GENERAL PLAN RECREATION ELEMENT



- . That recreational activities be provided which will satisfy the needs and desires of all age groups; pre-school children, school age children, teenagers, adults, and senior citizens.
- . That sites with outstanding recreational value be reserved for public parks and recreational use to avoid their development with less suitable and beneficial land-uses.
- . That the County encourage the development of private and commercial recreation facilities--such as golf courses, swimming pools, tennis clubs, camping and boating facilities etc.--in order that they may help meet existing and future leisure time needs.
- . That the County seek those monies available from the State and Federal Government for the development of recreational facilities.
- . That the plan include the Chico Area Recreation District in the recreation element of the County Plan.



Solid Waste Disposal Site

The County has accepted the responsibility of providing for the disposal of solid waste material. The Neal Road sanitary land fill site serves the four unincorporated cities, as well as the unincorporated portions of the County. The problems related to refuse disposal are becoming more acute as the County's population continues to expand. A typical community will produce refuse at a rate of about 3.75 pounds per person per day, thus generating over 1/2 ton per person per year. The cost of transporting refuse from point of pickup to point of disposal amounts to 12 to 15 cents per ton a mile. For a community of 10,000 persons this amounts to \$711.75 per mile per year for transportation alone as a minimum. As a general rule the maximum haul distance to a sanitary land fill site should be less than 10 miles and the sight should be easily accessible from major freeways, expressways or arterials. The County is locating solid waste transfer stations at points of high population concentration to facilitate the collection of solid waste at a central point for more convenient hauling to the central sanitary land fill location at Neal Road. The transfer station concept can provide convenience as well as economy for the citizens of the County if the transfer station sites are properly located.

Site Selection and Classification

With respect to surface and ground water pollution, the most important factors governing landfill site selection and classification are the physical characteristics of the environment surrounding the site. These characteristics, i.e., geology, hydrology, and topography, determine the degree of protection a particular site affords, thus dictating the type of refuse to be deposited. Also, in certain cases, the placement of an artificial barrier against refuse-derived gas and liquid prior to refuse placement will modify the degree of protection afforded and thus affect the type of refuse that can be deposited.

Classification of Waste Materials

As a guide to prescribing requirements for disposal of waste materials at solid waste disposal sites, such materials

have been separated into the following three general classifications:

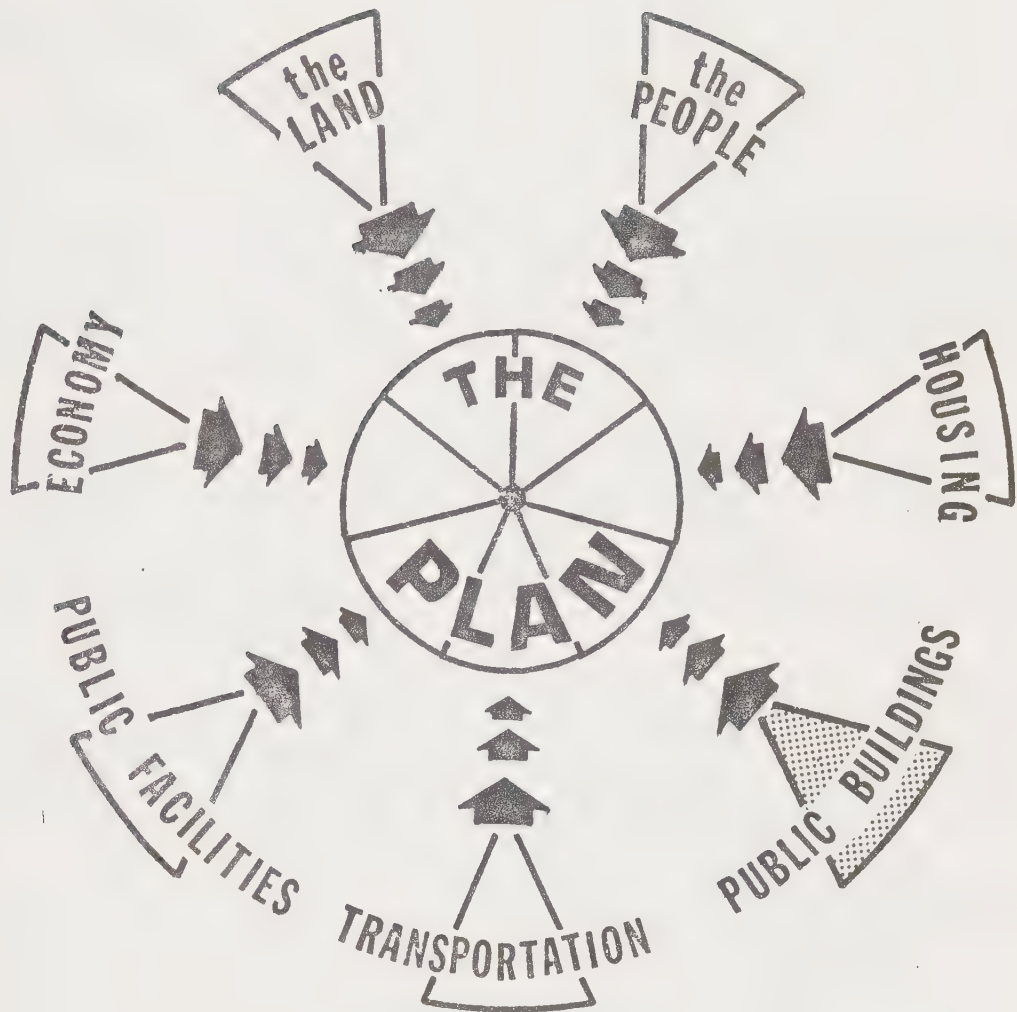
- Group 1. General Industrial Wastes with Significant Water Pollution Potential. E.G., liquid and/or soluble industrial wastes, and toxic industrial ashes.
- Group 2. Household and Commercial Refuse and Rubbish. E.G., empty tin cans, metals, paper and paper products, cloth and clothing, wood and wood products, lawn clippings, sod, shrubbery, hair, hide, bones, small dead animals, roofing paper and tar paper, garbage, and ashes (except toxic industrial ashes).
- Group 3. Solid, Inert Wastes. E.G., earth, rock, gravel, concrete, asphalt paving fragments, glass, plaster and plaster board, manufactured rubber products, steel mill slag, slay and clay products, and asbestos shingles.

Locational Factors of Disposal Areas

- Disposal areas should not be located near residential areas. The movement of disposal trucks to and from the sites through residential areas can create obvious conflicts.
- Disposal areas should be given special development consideration since they are generally not attractive. It is therefore recommended that sites be carefully selected, and development plans reviewed by the appropriate County agencies to insure that the operation is aesthetically compatible with the surrounding area. Landscaping around the perimeter should be mandatory to visually screen the site from surrounding developments.
- A standard of 10 miles should be adopted as a maximum hauling distance to sanitary land fill locations from the urban centers.
- Access to the transfer sites and sanitary land fill site should be from a major highway and should not

traverse or circulate through residential areas.

- . In spite of best possible care and operation, dust, smoke and odor may come from disposal areas at times and, therefore, should be located down wind from inhabited areas.
- . In order to eliminate problems of flooding and soil erosion and possible water pollution, the disposal should be located so that it is not subject to large volumes of drainage water runoff.
- . Incineration of refuse should not be allowed unless technical improvements for incineration make this method acceptable to the County air pollution control district and State air pollution control district, and prove to be more desirable and economically feasible than the land fill methods of disposal.
- . Detailed short-and long-range plans for the management generated within specific areas should be adopted which delineate the responsibility for developing an overall County coordinated plan taking into account the specific needs and plans for cities and districts.
- . The future sites for disposal facilities and methods of disposal should be determined and the sites selected should be set aside in advance if economically feasible.
- . Local ordinances governing the storage, collection, transportation and disposal of solid waste should be adopted. These ordinances should be compatible with the minimum standards established by the State but should generally be more restrictive and comprehensive.
- . Adopt ordinances guarantying that the necessary inspection services of the various solid waste disposal sites.



Public Buildings

County Center

The term "County Center" generally applies to an area within which public and quasi-public buildings are grouped. In very large communities such grouping is usually confined to public administrative buildings and, for that reason, "Administrative Center" is a term occasionally used.

In Butte County, however, the term "County Center" is appropriate because it is conceivable that more than administrative units may be located therein, and without conflict.

It has been demonstrated that there is advantage in having such facilities located in close proximity to the focal point of the commercial life of a county.

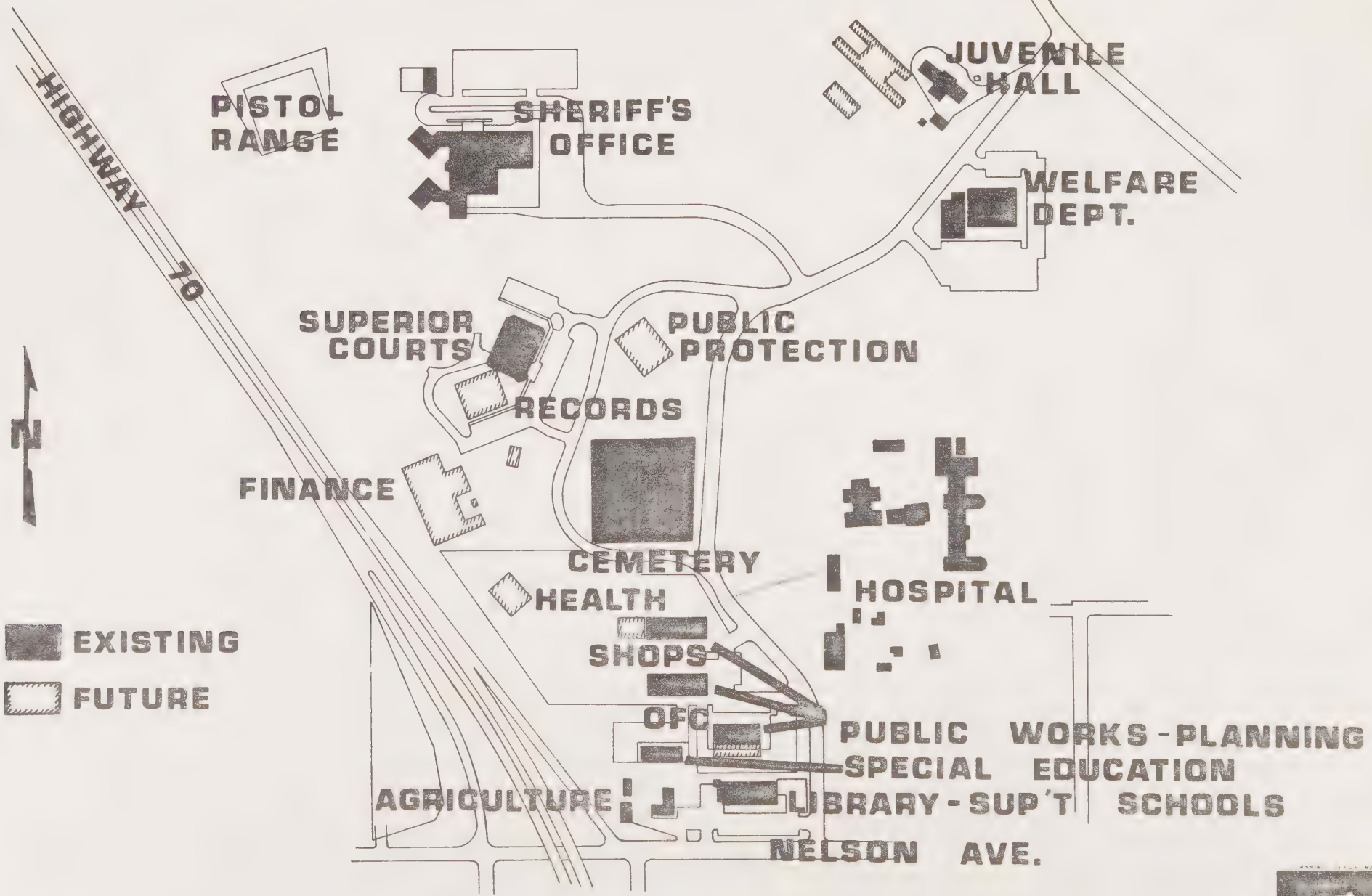
Government and private enterprise in both industry and commerce have demonstrated that in the field of economics, efficiency and pride of accomplishment, there is value in functionally grouping their components. Many government and urban centers have been designed and developed on this basis.

The site selected for the Butte County Government Center by the Board of Supervisors is located in the "Thermalito Area" of Oroville and contains some 100 acres. The following departments are already located on the site: Agricultural Commissioner, Library, Superintendant of Schools, State Division of Forestry, Hospital, Welfare, Public Works, Planning, Jail, Juvenile Hall and the Superior Court building.

To meet the needs of the County in terms of land use and circulatory patterns, and from the standpoint of suitability for County Center purposes this location is adequate to serve the projected needs of the County to the year 2000. The growing practice on the part of local governments of establishing well-designed and well-maintained government centers provides compensation even beyond the statistical considerations of economics and efficiency. This additional compensation is found in a justifiable pride of county accomplishment.

In addition to the County Center in Thermalito and administrative offices in Downtown Oroville, the County has established service centers in the Cities of Gridley and Chico and the Paradise

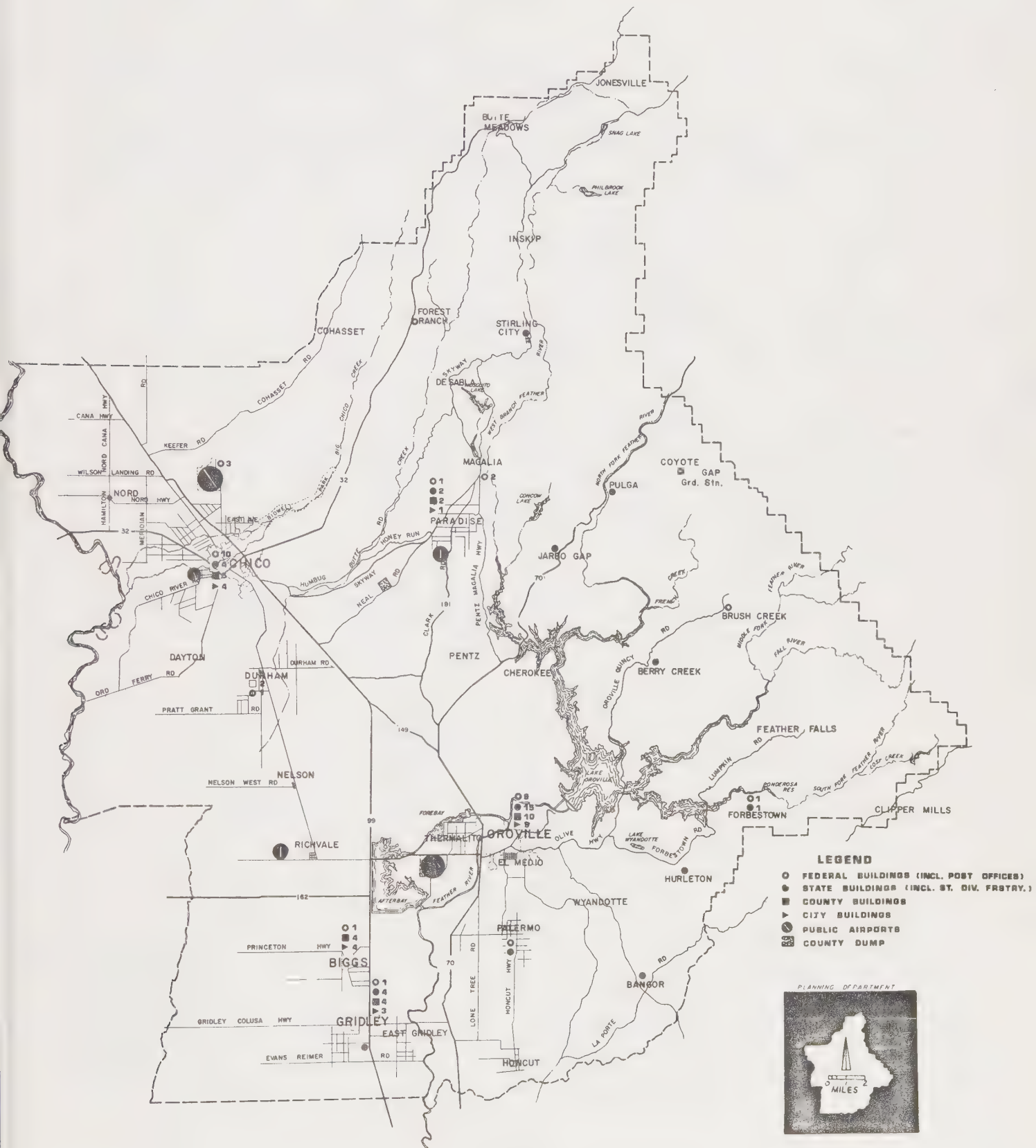
LOWER CANAL



PREPARATION OF THIS GENERAL
WAS FINANCED IN PART THROUGH
SAN PLANNING GRANT FROM
DEPARTMENT OF HOUSING AND
DEVELOPMENT UNDER THE
BONDS OF SECTION 701 OF THE
1960 ACT OF 1959, AS AMENDED.

COUNTY CENTER PLAN





BUTTE COUNTY COMPREHENSIVE GENERAL PLAN PUBLIC BUILDINGS

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community to provide those quotidian services such as health, building inspection and law enforcement.

A long term master plan for the ultimate development of the government center should be adopted to insure the aesthetic and functional efficiency of the center in the future.

Schools

Desirable school sites should be designated on the basis of established standards for school size and service radius and with consideration for area densities and continuity of area patterns. The residential subdivider can then include the site in his plans, and the school district can begin the process of acquisition.

Because of the large investment the Cities and County have in schools, it is desirable that maximum use be made of the facilities they provide. Toward this end, the following are recommended:

1. Intensification of recreational use of school playgrounds and play fields as part of a coordinated city recreation district recreation program.
2. Increased encouragement and coordination of community use of classroom and specialize facilities.
3. Increased consideration of community extracurricular demands in the design of school facilities.

Of the seventeen school districts (including Butte Jr. College) within the County, seven are state-aided districts.

School Districts

Elementary School Districts

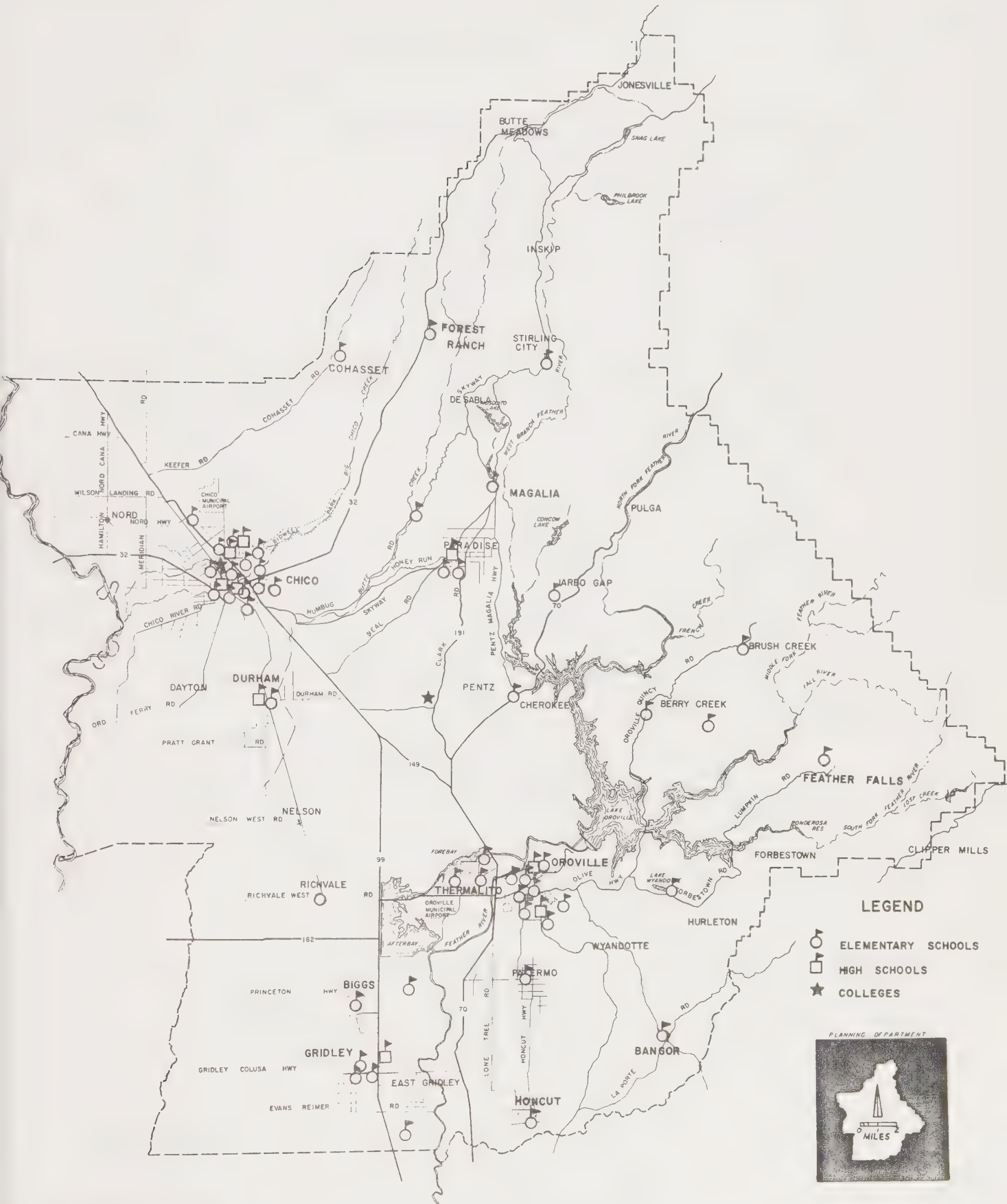
Bangor Union
Biggs Unified - Elem.
Chico Unified - Elem.
Durham Unified - Elem.
Feather Falls Union
Golden Feather Union
Gridley Elementary
Honcut Elementary
Manzanita Elementary
Oroville Elementary
Palermo Union

High School Districts

Biggs Unified High
Chico Unified High
Durham Unified High
Gridley High
Oroville High
Paradise Unified High

Junior College Districts

Butte Junior College



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BUTTE COUNTY COMPREHENSIVE GENERAL PLAN PUBLIC FACILITIES - SCHOOLS

Elementary School Districts (Continued)

Paradise Unified - Elem.
Pioneer Union
Thermalito Union

Fire Stations

As the promotion of public health, safety and general welfare is a basic function of County Government, the importance of protection from loss of life and property by fire cannot be over-emphasized. Effective organization, personnel, equipment and facilities must be available and properly distributed to achieve these goals. The amount of fire fighting equipment and its distribution, however, is not a matter of selecting sites in geographical symmetry. Fire fighting equipment, including personnel, represents an antidote for fire hazard. But the determinants of fire hazard result from the type and intensity of permitted land uses. In the past decade, the pattern of development has changed materially in Butte County, especially in the Chico and Paradise areas where in some areas, population has increased 200 per cent. This and the promise of continuing growth, indicates a need for comprehensive advance planning to provide fire protection for developing areas and to adjust existing facilities to changed land-use in older areas. The proposed and existing fire stations shown on the public services and facilities map should provide adequate fire fighting facilities at locations best suited to their functions and in harmony with other elements of the General Plan.

The fire fighting administration serving the County should be immediately advised of any development policy changes or trends in land-use. On this basis, future sites for fire fighting facilities and manpower needs can be systematically determined. Therefore, this report can go no further than to recommend review of fire fighting facilities as soon as precise land use patterns begin to evolve and growth patterns are established. The selection of future sites, if deemed necessary, and their number and location can only be determined by those qualified technically to make such decisions. These decisions should be based on the criteria for fire station location recommended by the National Board of Fire Underwriters.

Community Design Element

Design is inherent at every stage of the decision making ladder, whether it is recognized or not, but if it is left latent until the topmost rung of the ladder is reached, its potential for creative physical synthesis is lost--decision making that most directly affects the urban form is that of government. Harmony, or lack of it, in community development depends upon the goals and policies of these public decision making bodies.

The character of a city or a county is the result of many independent decisions. Public interest in the character of development is expressed through standards and controls used to coordinate these decisions. Constructive, workable standards for community design will reach the desired levels of achievement only when the concept of community design is understood.

The goal of the Community Design Element is to explain the concept and to maintain the highest possible standards in physical development by encouraging the cooperation of all groups and agencies, public and private, which have responsibility in the urban or community building process.

The following broad description of the elements of community design are not intended to be imperical criteria, but rather a conspectus of those components of the process necessary to build a community design policy.

In addition to pertinent recommendations suggested in other related elements of the General Plan, Community Urban Design goals can be achieved:

1. By periodic review and updating of subdivisions, zoning, housing, building and other codes. Codes express the County's commitment to the health and safety of its citizens through the establishment of minimum standards for sanitary facilities, refuse disposal, structural soundness, utilities service, street access, building intensity housing density, vacant lot maintenance, and fire prevention.
2. By developing area design plans to encourage the improvement of pedestrian and vehicular circulation, coordination of public facilities with community living patterns, and to encourage the compatibility of development with the site and surrounding development.

3. By encouraging those in the private sector of the community building process to seek innovative solutions to community design problems and to work toward improvements in design quality.
4. By adopting standards that will create coherence and unity within a physical environment while providing for variety and choice, for flexibility and for responsiveness to community needs.

Zoning

Zoning maps and zoning regulations are the legislative instruments and control of the land with respect to its use, population density, lot size, the intensity and placement of buildings and the height of structures. It is one of the principle tools available to cities and counties for implementing the future land use plan. Zoning is made possible by enabling legislation which allows the city or county to adopt zoning regulations. Zoning and planning are sometimes confused, but the terms are not synonymous. Zoning is the instrument for giving effect to that part of the comprehensive plan concerned with the use and development of land, whether publicly or privately owned. Planning has a much broader application. Authority for zoning is gained through State statutes as an exercise of police power for the promotion of health, safety, morals and general welfare of the community. The courts have consistently upheld zoning as an appropriate use of the police power to protect property rights and promote the general welfare.

A zoning ordinance should consist of two distinct parts; the zoning district map and a written text. The zoning text should set out the purpose, the schedule of district regulations, explain the uses permitted, (i.e. single family residential, commercial and others), prescribed standards for each district and deal with the administration and procedural aspects of the ordinance.

The zoning map should show the boundaries of the various zoning district classifications, and it should be adopted by reference, making it an intrical part of the zoning ordinance. As the amendments to the zoning ordinance are adopted, the zoning map should be changed accordingly.

Zoning divides a city or county into areas where provision is made for certain functions and other uses are excluded because they do not contribute to the primary function. This prevents nuisances, incompatible land uses, minimizes traffic congestion and makes it possible to plan public facilities such as sewers and other utilities, schools, parks, and so on, in a way in which they will be reasonably related to the way the land will actually be used.

Zoning, if it is to be effective, must be enforced with a system of inspection services that are adequate to maintain a high level of compliance. Zoning ordinances should be periodically reviewed to consider necessary amendments, to be effective, it must have general public support so that it will become an effective instrument of long term benefit to the community.

Subdivision Controls

Increased Subdivision activity in recent years has shown a need for higher Subdivision standards and up-to-date procedures to administer these standards. Problem areas created by improper land division can result in parcels with inadequate access and development with substandard improvements.

A well-written Subdivision Ordinance should reflect standards of size, shape, and areas of Subdivision lots for different types of Subdivisions which will be developed. Butte County adopted a Subdivision Ordinance in 1949 which has subsequently been periodically revised. The Ordinance indicates procedures for minor land divisions as well as Subdivision and is written around the State Subdivision laws in Title 7 of the California Administrative Code. The Subdivision standards and principles have been adopted to govern and control the development of Subdivisions in the County with a detailed set of access regulations, lot design criteria, health and sanitation requirements, and other information. The existing Subdivision Ordinance was adopted with the realization that it would not be a static document and will change from time to time as Butte County progresses. The Subdivision Ordinance, properly administered and updated to reflect current trends in Subdivision regulations and administration, will insure that land development is well planned and coordinated with existing development. In the future special requirements for steep hillside Subdivisions should be included in the Ordinance and slope density standards considered. Street standards should be reviewed to make sure they are related to the functions of the streets proposed, their location and the terrain traversed for future extensions and widening. The standards for improvements to be included in the Subdivisions must be definitively drawn and responsibility for the improvements between the subdivider and County clearly defined. Unfortunately, the State Subdivision laws and Butte County Subdivision Ordinance are not totally adequate to meet the increased demand for the division of land within the County and unless revisions are made in Subdivision laws, the uncontrolled division of land developed to marginal standards could prove to be an economic and environmental detriment to the County in the future. The County Departments administering the Subdivision Ordinance should recommend changes to the Legislative bodies that will improve the Subdivision laws for the County to provide that lands being sold will be developed in accord with well-considered planning.

It is therefore recommended that the Subdivision Ordinance be systematically reviewed and updated with particular attention to those sections which relate to second home or recreational Subdivisions, to minor land divisions and development standards for the mountainous areas. The Subdivision Ordinance should be reviewed in relation to zoning activities since the activities of both are interrelated and the two regulations should be consistent with each other.

Capital Improvement Programming

Capital Budget Programming, Capital Outlay Planning, or Capital Improvement Planning are all synonymous for the same idea, which is essentially one of consciously balancing moneys available on which may reasonably be expected to become available against the volume of needed construction and improvements in such a way that the most needed item will be cared for first with other needs to be met in a logical, planned order over a period of years. The period of years may vary, but most jurisdiction chooses to make their plans for a period of six years--the present fiscal year, plus five years into the future. Capital budgets made for less than this period often suffer from the difficulty of being too close to immediate problems, while plans for more than six years tend too often to get into the realm of fancy rather than of concrete programs.

The first step in capital improvement programming should be to look over the financial position of the County, noting its income by sources and its outgo by specific items. The sources presently used should be evaluated against the background of revenue sources legally available to the County in order to identify any equitable sources of additional revenue not now being utilized. In addition to reviewing the revenue sources, the adequacy and completeness of collection of revenues, including the extent to which assessments are made and equalized should be reviewed. The categories and amounts of outgo, both in operations and in debt service and retirement should then be determined. It is at this point in capital improvement programming that places where money can be saved will be identified and the point at which the financial picture should be clear. It will provide a basis for actions to improve the County's income and minimize its outgo and thus tend to create a margin which would be available for capital improvements. The capital needs in the County should then be brought together. Some of these will be derived from the plans developed by the Planning Commission. Others will be pointed out in consultation with the County Administrator and other County department heads of the various branches of County Government. Careful estimates should be assembled for the costs of the projects of items listed, and the items should be ranked in terms of urgency. An estimate of outgo for non-capital purposes should be made for each of the six years of the period, and measured against the actual or estimated income including the special charges, savings, and other improvements recommended from earlier study. The difference

between the two, year by year, is the best basis possible for estimating the amount of money that may be available year by year for capital improvements. By setting these totals against the expenses involved in the various projects which have been ranked according to urgency, it is possible to proceed with the scheduling of the individual projects.

The capital budget should be reviewed each year, perfected to the extent possible by substituting actual figures for previous estimates and then projecting the program an additional year into the future so that it is always reasonably long-range.

Since the power to levy taxes and appropriate funds rests with the legislative body, the capital budget will work only through such a legislative body. This makes it very important to coordinate closely with that body in the process. As a practical procedure there should be a constant dialogue between the supervisors, the commission, and staff members prior to finalization of a program to keep the supervisors informed of progress and to tell them of untapped revenue sources and of concrete opportunities for saving through better fiscal management. The supervisors should be given a chance to look over preliminary lists and ranking of projects and offer suggestions.

When the study is completed and approved by the Planning Commission, it should be presented to the legislative body for official review and adoption. If the program is adopted, the document may have many values to the legislative body. Primarily, it is the timetable for their program of County public works improvements. It also can be shown to citizens to clarify where the money collected from any new taxes, special charges, or revised and equalized assessments are going and for what purpose. Citizens groups should be encouraged to inspect the capital budget. They can be shown what improvement projects are ranked and scheduled and if there are worthier projects than those currently scheduled, a deliberate reranking can be done at the time of annual restudy. If a project doesn't measure up, it can be disallowed for demonstrable cause, and without recriminations. As a result of this process, the administrative branch of government will be given more directions and will be able to better coordinate the functions of County Government.

State and Federal Programs

The Federal and State Grants-in-Aid Program ("grantsmanship") is an area of special assistance. This is a vehicle being used by more and more cities and counties to provide funds with which they can provide special assistance, for capital improvements, planning or to solve socio-economic problems, to accomplish a community goal, which might not otherwise be reached because of a financial deficit. The Aid Program is becoming a key part of the governmental process. It is being used as a tool to gather funds and revenues to the income side of the ledger, so that government can more adequately meet the demands that are being placed upon it by planning and development needs.

All levels of government - federal, state, and local - are joining together to come up with solutions to the difficult problems of urban growth, poverty, transportation, housing, solid waste disposal, adequate water supply, and air and water pollution. No single level of government has the resources or the capacity to solve these problems on its own.

Most present Federal Grant Programs have two distinct but coordinate provisions to determine state shares of grant funds. The first is an apportionment formula which specifies the proportion of total federal grant funds for which each state is eligible. The second provision, a matching formula, specifies to what extent a participating state must ~~share~~ in the costs of the program. Apportionment formulas vary considerably, but are consistent in incorporating the criteria based on population, financial ability, and need for the program.

Program need is usually measured by the total population or the relevant population group. Financial ability is typically measured by relative per capita income. Matching requirements, requirements that states or localities share in program costs, are common elements in most grants. Matching or cost sharing requirements are of two kinds. Variable matching, which allows for the differing ability of the states or localities to support the aided functions; and fixed ratio matching, which requires each state or locality to provide a fixed proportion of the program cost. Grants in Aids can be highly beneficial to areas of chronic unemployment since program funds can be secured for a variety of projects which may stimulate local economy. Industrial site

development and other public works development may be funded without going to a county or cities general fund, property tax, or other local funds to finance the whole project cost. In the past, active participation in Grants-in-Aid Programs has been confined to major cities to supplement their normal revenues and greatly accelerate the accomplishment of their planning and capital improvement implementation programs. However, smaller cities and counties are beginning to secure a greater share of these supplemental funds. The catalogue of Federal Assistance Programs that is put out by the Office of Economic Opportunities has over 400 grant and loan programs of various kinds and gives the scope of the programs that are available. By working with the agencies identified in the catalogue and with the state agencies that have a similar responsibility, states or counties, through these grant and loan programs, can further reduce the deficit under which they may be operating and provide needed services.

The Plan recommends that the various jurisdictions within Butte County use the Grants-in-Aid Program when a proven need for assistance can be shown.

Citizens Participation

It cannot be over emphasized that the development of any successful plan for the future of the County depends on widespread citizen interest. The best plans fall by the wayside without public understanding, acceptance and support of the planning proposals and policies set forth. The work of interested individuals and citizens groups therefore, deserves recognition, and the suggestions made by them in the initial phase of their activities merit the closest consideration.

There are many areas in which the activities of the citizens groups make valuable contributions to the planning process:

- In the formulation of community goals and objectives;
- In evaluating planning proposals in community-wide terms to ensure that community goals and objectives will be realized in the Plan;
- In disseminating information about the Plan and the planning process at the grass roots level to secure the widest public understanding of the program;
- In participating at the hearings on the Plan, to represent the broad community interest--the interest of large numbers of individuals in areas where narrow interest may be seeking special benefits;
- In support of the plan after adoption by seeking the fulfillment of those proposals which are essential to the health, safety and welfare at any given time;
- In backing financial support for the Plan's effectuation, when necessary;
- In protecting the plan from disintegration by piecemeal change or through disregard of its proposal.

The work of the citizens groups interested and involved in planning must be a continuous effort. The most important task

of any plan is the implementation and it is also the most difficult. For this reason initial effort is not enough.

Many times ideas expressed by local area groups have only local application. This is part of a general tendency by people from one area not to comment on issues which might emanate from another of the planning areas. However, good planning should be County wide in concept and ideas expressed that are based on sound planning principles will usually receive common support, and have county-wide application. Subjects for general consideration and recommendation from citizens groups or individuals should include:

- Planning policies for the preservation of agricultural land;
- Preserving of open spaces, to protect quality of the environment;
- Protection of the quality of development through high standards;
- Planning for the property relationships between commercial, industrial and residential areas, and for their proper relationships to schools, parks and other open spaces;
- Planning for more effective use of recreational lands;
- Planning for better use of terrain with lower densities in the foothill and mountain areas and increased densities in the urbanized non-agricultural valley areas.

Material Credits

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Department of Conservation

California Protected Waterways Plan.

Author: Resources Agency
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California State Department of Human Resources.

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Author: Joseph De Chiara
Lee Koppelman

Security Pacific National Bank Research Department.

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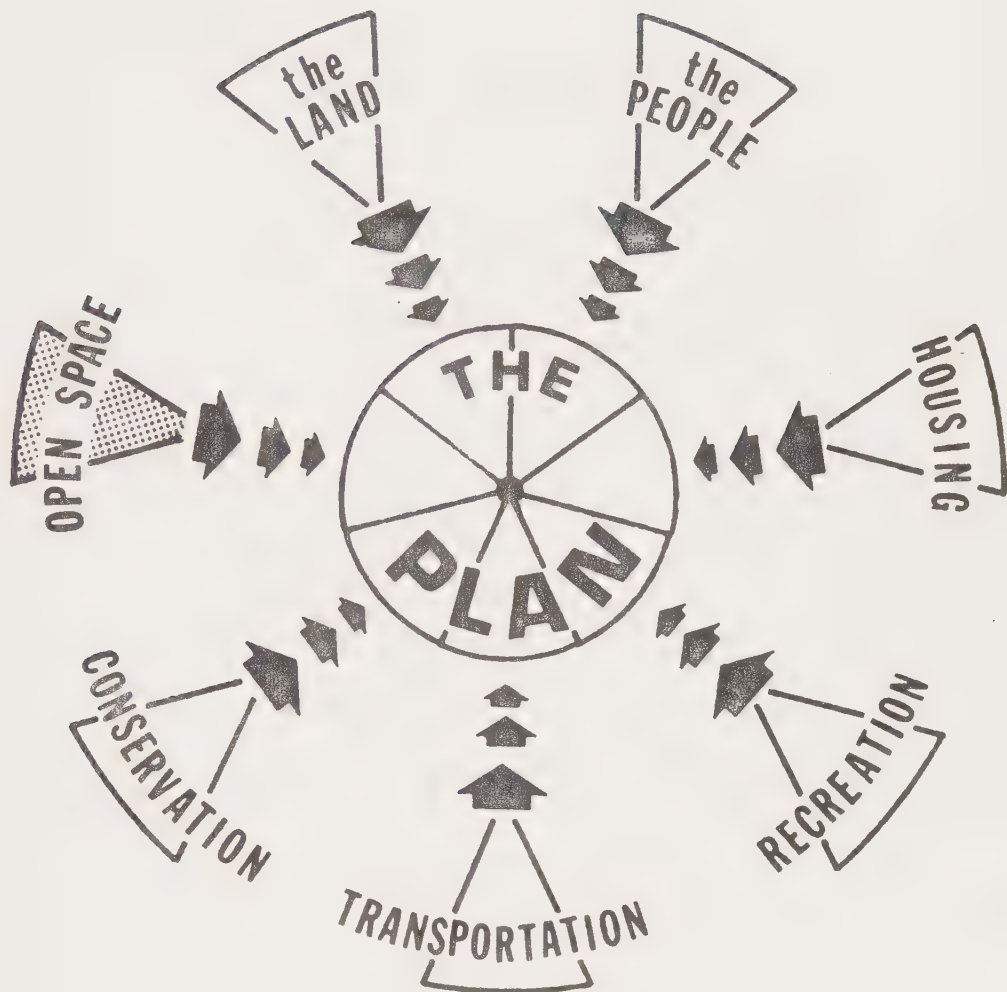
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THE OPEN SPACE ELEMENT
OF
THE BUTTE COUNTY GENERAL PLAN

A Plan for the Preservation of Open Space Land in Butte County

June, 1973

Butte County Planning Department

1. INTRODUCTION

Most of man's activities require an area of land and the space above it. The Open Space Element focuses on those activities which use extensive land areas with little development of permanent structures. Open space uses such as agriculture, grazing and timber production occupy most of Butte County and are important both to the economic system and to the quality of our environment. This plan considers each type of open space land in the County, why it is important, and policies and actions to preserve these areas.

2. OPEN SPACE VERSUS URBAN DEVELOPMENT

Open space uses differ from urban land uses in their intensity and degree of development. Compared to rural areas, cities are areas of concentrated activity and dense population. Much of the land surface in urban areas is covered with pavement, buildings and other man-made objects. Walls, fences, property lines and the circulation system tend to separate activities and divide up the space. Because urbanized land is intensely used and substantially occupied, it is "closed" space rather than "open" space.

Human growth and progress tends to convert open space to urban land uses. As human technology advances, a smaller proportion of people need devote their time to the primary economic activity of producing food and fiber from the land. The cities grow as people leave the land and move near concentrations of businesses and services. As the population increases urban areas must expand into the surrounding open space, preempting the less-intense rural land uses.

The major objective of the Land Use element is to provide suitable spaces for all land uses, but especially urban uses which must relate closely to each other and to public facilities. The Land Use element designates the amount and location of land allocated for urbanization before the year 2000. The designated urban areas are extensions of the existing cities which have a full range of public utilities and services. The other small communities of the County are not designated as urban areas because they do not have the numbers of people to support a wide range of urban facilities.

The development of small isolated residential areas creates several public problems other than the reduction of open space. Some urban development disrupts rural activities and spoils the land's scenic qualities. Another problem is the premature creation of lots which don't sell and can't be built upon. Many isolated residential developments are difficult to provide with public services. It is true that such subdivision can increase property tax revenues. However, they can be a fiscal drain on the County when enough scattered development has taken place to require such services as road improvement, snow removal, schools, waste disposal, police and fire protection.

RECOMMENDATIONS

- A. The County should set large minimum parcel sizes for open space lands outside the urban areas indicated on the Land Use Plan Map. "Urban development" would then be defined as the creation or use of smaller parcels.
- B. The County should not allow urban development of open space land described in this plan.
- C. Studies should be conducted to determine the urban development capabilities of the foothill and mountain areas.

- D. The County should allow urban development only in areas physically suited to such use.
- E. The County should discourage urban development isolated from existing development and urban centers unless such a need can be determined.
- F. The County should permit the creation of residential parcels near large numbers of vacant sites of similar characteristics only if such a need can be demonstrated.
- G. The County should designate, at least once every five years, the land available for urban development.

3. AGRICULTURAL LAND

The County's agricultural land is located on the Sacramento Valley floor and in the low foothills of the Sierra Nevada. These are the areas of alluvial deposits and deep permeable soils that are indicated as Classes 1 to 4 on the Soils Map. According to the Agricultural Crop Report, 52% of the County was used for agricultural crops in 1972. Butte County is a leader in acreage devoted to rice, nuts, fruit and olives. Another agricultural use requiring extensive open space is the raising of cattle, sheep and goats. Most of the County's grazing land is located on less-than-prime soils in the foothills.

Agricultural crops in Butte County had a record value of \$74,296,000 in 1973. The income received by producers is distributed to suppliers of goods and services and thereby multiplies the economic importance of agriculture. Agricultural land uses also produce far more in tax revenues than they require in local government expenditures.

The irreversible conversion of agricultural land to urban use threatens both the production of food and income from agriculture. Much of the growth of the cities

in the County has been at the expense of the productive land which economically supports those same cities. This unfortunate growth can be explained by the level surface and permeable soil of these areas; such land is suited to both agriculture and urban development. Conversion of agricultural land occurs when the urban land users want the land for sub-urban residences or other "higher" uses and can offer sufficient profits to the property owner to induce him to subdivide, sell or build.

County government can prevent urbanization of prime agricultural land through its legal authority to regulate private land use for the public welfare. California courts have upheld the Constitutionality of zoning to preserve resource-production areas. Zoning regulations can restrict the use of land, require use permits and specify the minimum parcel size. It is appropriate to set large minimum lot sizes for agricultural areas since small parcels can rarely be used economically for agriculture.

Article XXVIII of the California Constitution declares that it is in the interests of the state to preserve lands used for the production of food and fiber and that assessment practices must be so designed. The Williamson Act has attempted to implement this objective. According to its provisions, an agricultural landowner can enter into a contract with the County that commits his land to open space uses for ten years. About 95,000 acres of the County is under contract at this time but less than half of that is classed as "prime agricultural land" by Williamson Act definition. In assessing the property, the tax assessor is directed to consider the contract restrictions and the income from agriculture, rather than the urban development potential. The State then reimburses the County for any tax losses.

RECOMMENDATIONS

- A. All "prime agricultural land" (as defined in the Williamson Act) should be designated as "Agricultural" on the Land Use Plan Map.
- B. Agricultural zones should allow only open space uses described in this plan and necessary related structures.
- C. A minimum parcel size of 5 to 160 acres should be specified for each agricultural zone.
- D. The County should encourage all agricultural land owners to enter open space agreements.
- E. The County should support all state and federal legislation designed to preserve soil and agricultural land.

4. TIMBER LAND

More than a third of the County is forested. Some of the valley hardwoods, especially oak and walnut, are commercially valuable, but the most valuable forests grow above 1500 feet elevation. Here ponderosa pine and Douglas Fir is harvested to be processed into building materials and pulp products. Much of this highly productive land is owned by large private firms; Diamond International, Louisiana Pacific, Southern Pacific, Soper-Wheeler. 124,000 acres is included in the Lassen and Plumas National Forests.

The preservation of this timber land is important to the County for several reasons: 1. A large percentage of the County's labor force is employed in the wood products industry, and the potential exists for future expansion, especially in pulp and paper production. 2. Like most resource-production activities, the lumber industry is a basic economic activity which brings income into the County. One quarter of National Forest earnings are also turned over to local governments; Butte County received \$196,271.52 in 1972

from Plumas National Forest. 3. Residential construction in Butte County will continue to require wood products. However the financial situation of timber companies discourages reforestation and encourages the sale and conversion of productive timber land.

The County's forested mountains are valuable as many types of open space; timber land, scenic areas, watershed, wildlife habitat, recreation sites, natural areas. The U.S. Forest Service recognizes these many functions in their multiple-use concept of management. A variety of activities are allowed to use National Forest land without destroying it.

These are several possible ways to preserve and protect timber land. Lumber can be obtained with minimum environmental impact and reforestation afterwards. Tax laws can weaken the economic pressures to convert timber land. Urban development can be regulated, limited or prohibited.

RECOMMENDATIONS

- A. Studies should be conducted to determine the multiple-use capabilities of forested areas.
- B. The County should determine the forest areas which are to remain in the various open space classifications and designate them on the Land Use Plan Map.
- C. The County should not allow in timber-mountain areas the construction of any roads or buildings which are not necessary to open space uses.
- D. Logging practices should be studied and regulated to preserve the land's potential for timber production.
- E. The County should encourage the owners of timberland to enter open space agreements.

5. WATER RESOURCE AREAS

Butte County has an abundance of water resources. Precipitation ranges from 18 inches per year along the Sacramento River to 90 in the mountains. Surface water bodies cover 30 square miles of the County; this doesn't include the many rivers, streams and canals. Several of the County's waterways have been designated as significant water resources by the State: Sacramento River, Big Chico Creek, Butte Creek, Butte Sink, Lake Oroville, Feather River and its Middle Fork.

Water resources are essential to our existence in many different ways. We consume water directly. Water is required for the growth of food crops, livestock, forests, fish and wildlife. We use water for cooking, sanitation, fire protection and manufacturing. Water resources create recreational and scenic opportunities.

To reach surface water bodies precipitation must fall on the land and move downward in rivers and streams. The quantity, quality and rate of flow of water from the land is largely determined by vegetation, soil characteristics and surface slopes. Man also has a great influence through his control of land uses and vegetation. The management of watersheds is as important as the control of surface waters to the preservation of water resources.

Man's activities often upset the ecological balances of good watersheds. Rates of water evaporation and transpiration can change when trees are cut. Roofs, pavement and other impermeable surfaces prevent natural absorption and increase run-off. Any development in mountain areas that requires site clearance or road construction can create heavy sediment loads that can ruin fishing waters and fill up channels and reservoirs. The chemical pollutants we produce can harm or destroy animal species.

RECOMMENDATIONS

- A. Studies should be conducted to determine the erosional characteristics of mountain watersheds in the County.
- B. No urban development should be permitted on highly erodible land.
- C. Logging, mining, recreational vehicles and other open space uses should be regulated to prevent erosion and protect water resources.
- D. The County should control land use and water pollution in accordance with state water quality control guidelines.

6. WILDLIFE HABITAT

A suitable habitat for wild animals must include sufficient food, water, cover and space. Butte County has an abundance of suitable natural areas, but their value as wildlife habitat is deteriorating as urban development continues.

The largest habitats shown on the Wildlife Map are the seasonal ranges for migrating deer herds. The summer ranges are the high altitudes of the National Forests. In winter the herds move down to the oak, grass and chaparral vegetation between 500 and 2000 feet elevation. However, these winter ranges are also areas of substantial residential developments near Cohasset, Concow, Yankee Hill, Berry Creek, Lake Wyandotte and Bangor.

Several other areas are important habitats for smaller animals. The seasonal and permanent marshes of Butte Sink and the Grey Lodge Waterfowl Management Area support many waterfowl. The shores of the Sacramento River and the Feather River below Oroville provide cover for a wide variety of wildlife; pheasant, quail, doves, songbirds, fur-bearing mammals.

Lake Oroville and all of the County's larger streams are highly valued as habitat for such fish as trout, salmon, striped bass, shad and warmwater species. The maintenance of their premium classification depends on the surrounding land uses. Erosion caused by urban development often creates water-borne sediments which can destroy spawning beds and aquatic insect production.

RECOMMENDATIONS

- A. The County should encourage the creation and expansion of conservation and natural wilderness areas.
- B. The County should regulate residential development in the foothills to facilitate the survival and migration of deer herds.
- C. The County should not allow any urban development in the Butte Sink area, the marshes near the Sacramento River and the borrow area along the Feather River.
- D. The County should not allow any urban development which would increase sediment loads in prime fishing waters.

7. OPEN SPACE FOR OUTDOOR RECREATION

Outdoor recreation areas are plentiful in Butte County. Most of the National Forest land is available for outdoor recreation activities. Recreational sites in the Plumas National Forest include 39 campgrounds, 14 picnic areas, and several hundred miles of hiking and jeep trails. Much of the mountain lands owned by timber companies can also be used for recreational purposes. The State Department of Parks and Recreation manages the extensive recreation facilities around Lake Oroville and the Thermalito Bays. Local recreation areas in Butte County are maintained by the four cities and the five recreation

districts. One of the local facilities, Bidwell Park in Chico, is the second-largest city park in the country.

The existing Recreation Element of the General Plan describes public recreation facilities in the County and discussed the recreational needs of residents and tourists. However, no new projects were proposed and no suitable sites were recommended for acquisition.

County government has only recently begun to assume a role in the provision of recreational facilities. The Lime Saddle boating area was managed by the County from July 1969, to March 1973. A committee of local recreation agencies has just been formed, and with county-level assistance, will evaluate recreational needs and determine the priorities for expenditure of the county's allocation of state recreational funds.

Some recreational activities involving vehicles and/or travel require linear areas or corridors. Trails for hiking, bicycling and horse-riding are the narrowest type of recreational corridor. These three activities do not use the same corridors because bicycles need a smooth surface with gradual slopes. The operators of cycles, jeeps and dune buggies prefer unpaved open areas with moderate slopes. The widest type of recreational corridors are scenic highways in rural areas with a rolling or mountainous topography.

RECOMMENDATIONS

- A. The County should financially or politically assist the development or recreation facilities commonly used by people outside the city or district.
- B. The Butte County Association of Governments should coordinate the distribution of state and federal grants to local recreation agencies.

C. The County should encourage the State Department of Parks and Recreation to complete their development of recreational facilities in the Lake Oroville State Recreation Area.

D. The Recreation Element should be revised by updating the description of existing facilities, by estimating future needs, and by designating suitable sites for future development.

E. The County's scenic corridors should be analyzed and a Scenic Highways element prepared.

F. The County should encourage the development of suitable private and commercial outdoor recreation areas, especially campgrounds and off-road vehicle areas.

8. AREAS WITH DEVELOPMENT HAZARDS

Some open space lands should remain open, not to protect environmental resources, but because of the presence of development hazards. Buildings can be irreparably damaged by "Acts of God" in special areas such as flood plains, unstable soil areas, earthquake fault zones and areas of high fire risk.

The Flood Control map shows the flood plains of the Sacramento River and its tributaries. Preliminary study indicates that there are no active earth faults in the County. The existence of unstable soil areas is also a matter of conjecture until more detailed geologic data is obtained. This geologic information will be obtained in the preparation of the Seismic and Safety elements of the General Plan.

It is known that portions of the Sierra foothills have a high risk of fire damage. However, these areas are not yet mapped accurately. The preparation of the Safety Element will also require the designation of fire hazard areas. Another

newly-mandated General Plan element is the Noise Element. This will require the mapping of noise levels around airports and major highways.

RECOMMENDATIONS

- A. The County should not allow urban development in designated flood plains.
- B. Areas of unstable soil, earthquake faults and high fire risks should be located, studied and mapped as a guide to the use of such lands.
- C. The County should plan for protection from fires and geologic hazards by preparing and adopting the Seismic and Safety elements.
- D. The County should prepare a Noise Element that indicates areas with high noise levels.

THE ENVIRONMENTAL IMPACT REPORT
FOR
THE OPEN SPACE ELEMENT
OF
THE BUTTE COUNTY GENERAL PLAN

Prepared by
Butte County Planning Department

Revised and approved by
Butte County Planning Commission
June 21, 1973

I. DESCRIPTION OF PROJECT

- A. Location The jurisdiction of the General Plan, and therefore the Open Space element, is the unincorporated areas of the County of Butte, California.
- B. Objectives Under state law county general plans must contain an Open Space element, a plan for the preservation of open space land in the county. "Open Space land" is defined as "any area of land or water which is essentially unimproved and is designated on an open space plan as any of the following:
- (1) Open space for the preservation of natural resources;
 - (2) Open space used for the managed production of resources;
 - (3) Open space for outdoor recreation;
 - (4) Open space for public health and safety."
- C. General Description The Open Space plan considers each type of open space, why it is important and methods to preserve it. Because urban land uses and open space activities are often incompatible, a main focus of this plan is the detrimental effects of urban development. The proposed "project" is actually the adoption and implementation of the recommended policies and actions. The recommendations can be summarized as follows:
- (1) The Planning Department should conduct studies of land use and development capabilities.
 - (2) Urban areas and open space land should be designated on the Land Use Plan Map.
 - (3) The County should prohibit urban development of designated open space land through restrictive zoning.
 - (4) The County should regulate the environmental impact of urban development.
 - (5) The County should encourage reasonably compact and orderly urban development.
 - (6) The County should support and use state and federal preservation programs.

II. ENVIRONMENTAL SETTING

Butte County has an area of 1,665 square miles and is entirely contained within the eastern half of the Sacramento River basin. Elevations increase steadily from 50 feet above sea level at the river on the west to over 7,000 feet in the mountains on the east. The mountains are the northernmost of the Sierra Nevada range, a north-south fault uplift tilting to the west. The surface environment can be largely explained by this slope. Prevailing westerly winds from the Pacific Ocean are interrupted by the higher elevations and drop considerable precipitation, much of it in the form of snow. Precipitation varies with elevation from 20 inches in the valley to 90 inches in the mountains. Within the mountain region the heavy waterfall supports abundant forests and wildlife and erodes the slope into canyons and ridges. Mountain-fed streams drop their sediment in the valley, creating areas of very fertile soils.

Man's use of the land is closely related to these physical characteristics. The number of dams, reservoirs, canals and levees reflect the County's dependence upon water facilities. The valley floor is largely irrigated crop land. Grazing and orchard crops take up most of the land between the prime soils and 2,000 feet. The areas of higher elevation, rainfall and slope are used for timber production and recreation.

The current population of the County is estimated at 110,000. Half the population resides on the valley floor in Chico, Gridley, Biggs and other urban centers supported by agriculture. The remainder live in Paradise, Oroville and the extensive residential areas of the foothills.

Several environmental resources are of statewide significance according to the Governor's Report on Environmental Goals and Policy. Most of the valley floor is classed as "prime agricultural land" by state legislation. The mountain timber areas are among the most productive in the world. The water from the Feather River basin serves agriculture in the Central Valley and the domestic needs of Southern California. Rare and endangered life forms include eight plant species and four bird species. The Butte Sink marshes and the marshes along the Sacramento and Feather Rivers are important habitat for waterfowl and small game. These rivers, Butte Creek, Big Chico Creek and Lake Oroville are identified by the State as "extraordinary fishery waterways." The foothills are winter ranges for migratory deer herds. Scenic resources include

the Pacific Crest Trail and Highway 70 through the Feather River Canyon.

There are a variety of other government programs whose objective is the preservation of open space lands. National Forests occupy 10% of the County. Recreation areas around Lake Oroville, the Thermalito Bays and the Feather River are owned and operated by the State Department of Parks and Recreation. The Grey Lodge Waterfowl Management Area is also a state program. The Williamson Act program allows agricultural landowners to commit their property to agricultural uses and waive some property taxes. Local recreation facilities include Bidwell Park, the second-largest city park in the country. Preservation of open-space land is also an objective of other General Plan elements: Land Use, Conservation, Recreation, Scenic Highways and Safety.

III. ENVIRONMENTAL IMPACT

- A. Type of Impact General planning elements attempt to consider the long-term effect of public and private activities. Nevertheless, it is difficult to specify their long-term environmental effects. Because this type of planning is general in scope, the physical effects can rarely be quantified and measured. The questionable legal status of a general plan and the uncertain future of its recommendations make the determination of environmental impact a speculative matter.

For the purposes of this report we will assume the planning recommendations are fully implemented. We must maximize the possible impact in order to shed light on possible adverse effects.

The full implementation of the Open Space Plan will be a long process. First, the Planning Commission and Board of Supervisors must separately consider, amend and approve it. Since state laws specify only the subjects of local planning, the policies approved and the actions taken are local decisions. The adoption of this plan will therefore create a semi-legal statement of the policies and intentions of the County.

The fulfillment of those intentions will require the efforts of both the Supervisors and staff of County government. Staff will gather information and make recommendations on suitable land uses, density standards and other regulations to control the negative effects of urban development. Zoning ordinances and appropriate legislation will be enacted by the Planning Commission

and the Board of Supervisors. Regulations will then be publicized, interpreted and enforced by staff members of the Planning, Public Works and legal departments. This final step, the application of ordinances, is the "project" which will affect the environment.

The objective of the Open Space Plan is to preserve open space lands. The plan proposes to implement this objective by prohibiting urban development of critical resource areas and regulating the development of other areas. By adopting and following this plan the County is attempting to minimize the effects of urban growth on open space and essential natural resources.

The Open Space Element is intended to have a positive environmental impact. Indeed, the Open Space and Conservation Elements together could be considered as the Environmental Impact Report of the entire General Plan. The policies are directly related to the general goal of preserving open space lands. The implementation of preservation policies would therefore have a positive environmental impact.

- B. Unavoidable Adverse Effects The implementation of the Open Space Plan may create an adverse environmental effect of major significance: increased densities in the urban areas of Butte County. This effect is a logical consequence of population growth in a limited space. At current growth rates the County's population will double by the year 2000. The demand for urbanized space (houses, business, streets, utilities, etc.) and the need for open space land (agriculture, forests, water resources, etc.) are both increasing rapidly. The supply of land, whether for urban or rural uses, is limited. The Open Space Plan would further limit the land available for urban development. The urban areas designated on the Land Use Plan are 10% of the County's land and could accommodate 400,000 people at current densities. If population growth continues and if the County limits that growth to certain areas, the densities of urban development must eventually increase.

Increased densities of people, structures and activities tend to concentrate and intensify environmental problems. Waste products such as sewage, garbage and vehicle exhausts pollute the environment. High noise levels can also be hazardous to physical health. The mental well-being of urban residents is often affected by the crowded conditions, lack of privacy and unnatural visual surroundings.

- C. Proposed Mitigation Measures Although the Open Space Plan emphasizes rural land uses, some of its recommendation would also serve to mitigate the detrimental effects of concentrated urban development. Preserving outdoor recreation areas and prohibiting development of water resource areas and hazardous areas are methods commonly used to provide open space and lower the density of urban areas. The retention of 90% of the County as open space would also provide some of the space needs of the urban residents. The Plan contains no other proposals to lower urban densities or mitigate adverse environmental effects of the Plan.
- D. Alternatives There is no alternative to the development of an Open Space Plan for Butte County because State law requires counties to prepare plans for the preservation of open space lands. However, there is a variety of alternative policies the County can adopt and implement.
1. The County could adopt no preservation policies and allow urban development of any and all areas of the County. Such a policy could irreversibly damage the physical environment. The Plan itself points out many of the negative effects of urban development. The total impact of uncontrolled development would be a combination of erosion, water pollution and the irreversible loss of resource-production land, wildlife habitat and recreational open space.
 2. The County could adopt extremely restrictive policies and prohibit all development outside the presently designated urban areas. This course of action would concentrate all future growth into 10% of the County. The environmental impact on open space lands would be slight and therefore positive. The Plan did not propose this extreme position for reasons:¹ Such a policy might be overly restrictive of personal property rights and could constitute condemnation without compensation. ² The application of extreme development restrictions at this time would be a sudden change of policy for the County and would encounter strong resistance from the many residents who depend on real estate and construction for their livelihood.
 3. The recommended course of action is neither of these extremes. The open space plan is designed to permit development of suitable areas while local legislation

is studied, considered and adopted to preserve certain undeveloped areas. The plan will tend to restrict the subdivision and conversion of open land. The details of the plan will be gradually determined by the interpretation of adopted policies to specific areas. The degree of restrictions on development will depend upon future decisions made by the Planning Commission and Board of Supervisors after public hearings and discussions.

- E. Short-term uses versus long-term productivity Section B described the adverse long-term effects of the Open Space Plan. The Plan proposes no local short-term uses of the environment. Public concern with the long-term productivity of the land has led to the State Legislation which requires local open space plans. Thus, the maintenance of resource-production areas is a dominant goal of this element.
- F. Irreversible Environmental Changes Since the Open Space Plan is intended to preserve the non-renewable resources of Butte County, including but not limited to timber lands, mineral resources, wild life habitat, fisheries, and areas of historical and scenic value, it is not anticipated that the policy recommendations contained in the Plan would create conditions of dramatic change in the land use leading to environmental changes.
- G. Growth-Inducing Impact The objective of the Open Space Plan is to provide a guide for the use of Open Space Land, appropriate to the topography, climatic conditions and soil conditions, which will allow the use of non-renewable resources with a minimum disruption of fish and wildlife habitat and which will not lead to the general degradation of the land. Therefore, the Plan has recommended that the more urban uses of the land be minimized. The policy recommendations of the Plan should not have a growth-inducing impact on the Open Space Lands.

COMMENTS ON DRAFT E.I.R. FOR THE PROPOSED
OPEN SPACE ELEMENT
OF THE BUTTE COUNTY GENERAL PLAN

Written comments were made before the public hearing by William E. Hazeltine, Ph.D. A copy is attached. He first suggested three wording changes which would clarify certain phrases. Next he asked for a definition of a "critical resource area." He then questioned the assumption that the preservation of open space lands inherently has a positive environmental impact. He felt that the total impact was difficult to evaluate because all the positive and negative factors were not presented. Finally, he asked for the clarification of the chosen alternative and the reasons for so choosing.

At a public hearing beginning on June 14, 1973, a variety of comments were presented. Speakers often confused the Environmental Impact Report with the plan itself and rarely spoke to the environmental impact of open space preservation or the substance of the draft E.I.R. This attachment summarizes only those hearing comments that are relevant to the Report. Other comments on the plan itself and planning in general are summarized in the official minutes of the Planning Commission meeting.

Louis Camenzind of the Planning Commission asked if economic effects of the plan were considered and if they shouldn't be included. County Counsel, Neil McCabe was of the opinion that State legislation suggested that decision makers consider all factors, including economic, but did not require the E.I.R. to directly consider any economic effects of a project other than resource consumption and growth inducement. However, he said that the legislature is considering requiring Economic Impact Reports also.

Clinton Bennet believed that an E.I.R. should consider all the positive and negative effects of a project, including economic factors. He felt that the draft E.I.R. was very inadequate because it did not specify, weigh and measure all possible factors.

Al Appleman termed the draft (and plan) "amateurish" and questioned the "disastrous" nature of completely uncontrolled urban development. (See "D.1." in the E.I.R.)

James Oberholtzer felt that the draft was too speculative and said that the Plan should mitigate the adverse effects of increased densities in urban areas by allowing urban development of more areas and somehow providing more open space within urban areas.

COMMENTS (Continued)

At the continuation of the hearing on June 21, 1973 the first speaker was Bob Fredenburg. He thought that the term "disastrous" might be correct in describing the environmental effects of uncontrolled urban development.

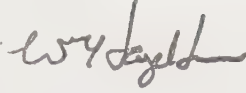
Al Appleman explained the term "trump ace" they are preventing development so that they can eventually take over the land.

Wes Dempsey of Chico said that he represented the 400 members of the Yahi Group of the Sirra Club and that they supported the report and plan.

Frank Donati objected to two portions of Section III - F. "Non-renewable resources" can eventually be renewed by natural processes. He thought that resource areas should be preserved for resource-production activities.

Glynn Douthit felt that Environmental Concern had gone far enough.

TO: Butte County Planning Commission

FROM: William E. Hazeltine, Ph. D. 

SUBJECT: Comments on Draft E.I.R. for Proposed Open Space Element of Butte County General Plan, dated May 14, 1973.

In response to your request for comments on your captioned E.I.R. draft, I see no large problems and some real benefits from your plan and suggested actions. I would suggest you might want to allow for some intermediate type of position, and consider the consequences in your E.I.R. Good land development and planning seem to require some discretion in decision making - Preservation of open spaces needs to be to the extent it is not oppressive and is necessary to prevent excess urban encroachment.

Specific suggestions for changes are as follows:

Page 1 - C 3. to read---- of designated open spaces (see paragraph 5 of III A, p. 4)

Page 1 - C 5----encourage reasonably compact

Page 3 - Change line 11---- uses and have the property taxes waived .

Page 4, paragraph 5 -- need to define a "critical resource area"

Page 4, paragraph 6 can lead to problems - The pure positive aspect of open space is in question, and a list of the comparison values which lead you to a balance on the beneficial side of the scale is really called for. I do not find the list of the impacts you have considered, and such a list should be included. The present E.I.R. reads more like a negative declaration because the factors are not all laid out. You state earlier that the impact is speculative, but you have not given the basis for your speculative conclusion.

Page 5 D--This implies your 10% of total land for urban land use is a compromise proposal (under Section B) yet you consider a strict 10% limit is one of the alternatives. If you are proposing a less strict application

of permits on the 90% open space, instead of an alternative strict 90% limit, this should be made clear.

You might consider an addition^{al} test of carrying capacity or assimilative capacity, as a measure of maximum desirable urban density. This would allow flexibility in the use of open space and still recognize the basic reason for applying environmental constraints. Open space should not be seen as a trump ace in some future card game which we save up untouched now and use later.

RESPONSES OF STAFF AND ENVIRONMENTAL REVIEW COMMITTEE TO

COMMENTS OF DRAFT E.I.R.

Wording Changes: The three wording changes suggested by Dr. Hazeltine would clarify the affected phrases and should be made. See the attached copy of his comments for details.

Definition of "Critical Resource Areas": The term "critical resource areas" does not need further definition because it refers to the types of areas already described in the plan.

Environmental Benefits of Open Space Preservation: It is difficult to find any basis for not assuming that the preservation of open space lands has an inherently positive environmental impact. Although viewpoints differ widely on how serious ecological problems are and the relative weight of economic and environmental factors, they all seem to agree that there is some value in preserving agricultural land, timber land, water resources, wildlife habitats and recreation areas. State guidelines and legislations state this assumption quite clearly.

Positive and Negative Factors: Several comments criticized the simplicity and one-sidedness of the draft. They thought that many more factors should be considered, that every possible positive and negative effect should be described and that all the effects should be weighed to determine if the positive impact is greater than the negative. State guidelines obviously recommend that this process be followed in evaluating the environmental impact of a proposed project. However, a general plan element is not the usual type of "project." The "project" area is all of the unincorporated area of the County. The draft considered the impact of the open space plan on this area. Because this "project" involves no actual construction and attempts to prevent much inappropriate construction, the direct environmental impact is small and it is difficult to measure any physical effects. Furthermore, the details of open space preservation in Butte County will only become known as general policies and intentions are implemented in the future. Positive and negative factors were not detailed and measured for the above reason and for reasons described in "III-A." of the E.I.R.

Clarify Chosen Alternative: First of all, it seems clear that the existing Land Use Plan Map is the chosen alternative for the final designation of urban development areas. Many of the plan's recommendations are for further study and map modifications and none proposes permanent adherence to the presently designated urban areas. It is true that the alternative chosen, the adoption of general preservation policies now with map designations to be worked out, is not described separately. The opposite extremes of preservation policies are presented and the reasons given for not choosing them in "III - D. Alternatives". The comments on this point indicate both the significance of this issue and the need for clarification of the proposed course of action. Therefore, we would recommend the addition of the following paragraph to Section D on page 5 of the draft:

- "3. The recommended course of action is neither of these extremes. The open space plan is designed to permit development of suitable areas while local legislation is studied, considered and adopted to preserve certain undeveloped areas. The plan will tend to restrict the subdivision and conversion of open land. The details of the plan will be gradually determined by the interpretation of adopted policies to specific areas. The degree of restrictions on development will depend upon future decisions made by the Planning Commission and Board of Supervisors after public hearings and discussions."

Alternative 2. can also be clarified by changing the first sentence to read:

". . . outside the presently designated urban areas."

Economic Impact: County Counsel's verbal opinion on this point is included in the attachment of Comments. To elaborate further, only some economic effects of a project are considered in the Environmental Impact Report. One economic concern is the supply and consumption of useful natural resources. Another economic factor discussed in the Report is the growth-inducing effects of the proposed project. In the long run, many adverse impacts of environmental quality are also threats to human health and safety and therefore could curtail each person's potential for economic productivity. Thus, an E.I.R. does consider some long-range economic effects.

"Disastrous" Impact of Urban Development: The word "disastrous" in alternative No. 1, may be a little too dramatic and should be clarified. The sentence should be changed to read:

"Such a policy could irreversibly damage the physical environment."

Amateurish: Local environmental review procedures were adopted only two months ago. The Open Space Environmental Impact Report is comparable to the ten-or-less other reports written by County staff and the Environmental Review Committee. Furthermore there were no examples of Reports for General Plans or elements thereof when the draft was prepared.

Open Space in Urban Areas: Mr. Oberholtzer was the only speaker to comment on adverse environmental effects of the Plan. He agrees with the draft that restricting urban development to certain areas would probably increase residential densities and eliminate some open spaces within urban areas. One thing he may have overlooked is that the Open Space element and the entire General Plan are applicable only to unincorporated areas of the County. Each of the four cities does its own planning and maintains its own density standards and development controls. This means that the densest half of our urban areas is outside the jurisdiction of the Plan. Paradise, Palermo, Durham, the many other smaller communities and the suburbs of the four cities occupy less than 5% of the unincorporated portions of the County. So the preservation of open space in Butte County is mostly a problem of preserving rural land uses.

Since the county's population is growing steadily, some provisions must undoubtedly be made for preserving open space within developing areas. Current zoning regulations contain setback requirements and require minimum lot areas of 8,125 square feet to 160 acres. Subdivision ordinances give the County the

authority to require considerable open space within a residential subdivision. Section C of the draft points out the plan proposals which would serve to mitigate the adverse effects of urban densities. Prohibiting development of water areas, floodplains, steep slopes and prime agricultural lands would provide some relief where these areas are adjacent to urban areas.

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